



# 2012 ANNUAL ACTION PLAN

CITY OF ST. LOUIS  
COMMUNITY DEVELOPMENT ADMINISTRATION

**Francis G. Slay**  
*Mayor*

**Jill Claybour**  
*Acting Executive Director*



City of St. Louis  
COMMUNITY DEVELOPMENT ADMINISTRATION

Francis G. Slay  
Mayor

Jill Claybour  
Acting Executive Director

November 15, 2011

Dear Citizens of St. Louis:

Each year, the City of St. Louis is required to prepare a report highlighting the projects to be undertaken in the coming year through four federal programs that are funded by the U.S. Department of Housing and Urban Development (HUD):

- CDBG - Community Development Block Grant
- HOME - HOME Investment Partnership Funds
- HOPWA - Housing Opportunities for People with AIDS
- ESG - Emergency Shelter Grant

The Annual Action Plan documents the many activities, initiatives and services that will be made possible by these four federal programs. This report also serves as a detailed description indicating which specific components of the City's Five Year Consolidated Plan will be undertaken in 2012.

Those citizens with questions or comments concerning this report are encouraged to contact me at 622-3400 extension 223. You may also forward any questions or comments by e-mail to [claybourj@stlouiscity.com](mailto:claybourj@stlouiscity.com).

Sincerely,

Jill Claybour  
Acting Executive Director

# 2012

## ANNUAL ACTION PLAN

Francis G. Slay  
Mayor

Jill Claybour  
Acting Executive Director  
Community Development  
Administration





# TABLE OF CONTENTS

	<u>Page</u>
<b>FORM SF 424 .....</b>	<b>1</b>
<b>NARRATIVE RESPONSES .....</b>	<b>3</b>
<b>GENERAL .....</b>	<b>3</b>
Introduction.....	3
Available Funds .....	3
<b>Executive Summary .....</b>	<b>4</b>
Summary of Objectives & Outcomes.....	5
Evaluation of Past Performance .....	11
<b>General Questions .....</b>	<b>17</b>
Geographic Areas of the Jurisdiction .....	17
Geographic Basis for Allocation of Investments .....	17
Meeting Underserved Needs .....	18
Federal, State, Local Resources Available .....	18
City of St. Louis Map of Low/Moderate Income Areas .....	20
CDBG-Funded Public Services .....	21
CDBG-Funded Community Based Development Organizations .....	22
CDBG-Funded Community Education Full Service Schools (CEFSS) .....	23
CDBG-Funded Expanded Recreation Centers.....	24
ESG-Funded Facilities .....	25
HOPWA-Funded Facilities .....	26
<b>Managing the Process .....</b>	<b>27</b>
Agencies Administering Programs.....	27
Plan Development Process .....	29
Agency Coordination Enhancement.....	30
<b>Citizen Participation .....</b>	<b>31</b>
Citizen Participation Plan .....	31
Summary of Citizen Comments .....	33
Public Participation Broadening Efforts.....	33
Comments Not Accepted.....	33

# TABLE OF CONTENTS

	<u>Page</u>
<b>Institutional Structure .....</b>	<b>34</b>
Institutional Structure Development.....	34
<b>Monitoring .....</b>	<b>35</b>
Recipient Monitoring.....	35
Subrecipient Monitoring.....	35
CDBG and HOME Programmatic/Contract Monitoring Policies.....	35
CDBG and HOME Fiscal Monitoring Policies .....	36
CDBG and HOME Labor Standards Monitoring.....	36
CDBG and HOME Section 3 Monitoring .....	36
HOPWA Fiscal Monitoring.....	37
HOPWA Program Monitoring.....	37
<b>Lead-Based Paint .....</b>	<b>39</b>
Lead Based Paint Hazard Abatement.....	39
<b>HOUSING.....</b>	<b>40</b>
<b>Specific Housing Objectives.....</b>	<b>40</b>
Specific Housing Priorities and Objectives.....	40
Use of Available Resources.....	44
Initiatives for Funding Housing.....	44
<b>Needs of Public Housing.....</b>	<b>46</b>
Public Housing Needs/Activities.....	46
Housing Authority Performance .....	48
<b>Barriers to Affordable Housing.....</b>	<b>49</b>
Removal of Barriers to Affordable Housing.....	49
<b>HOME Investment Partnership Provisions .....</b>	<b>50</b>
Forms of Investment Outside 24 CFR 92.205 (b).....	50
Guidelines for HOME Resale/Recapture .....	50

# TABLE OF CONTENTS

	<u>Page</u>
<b>HOMELESS .....</b>	<b>52</b>
<b>Specific Homeless Prevention Elements .....</b>	<b>52</b>
Homeless Needs.....	52
Sources of Funds.....	53
Homelessness.....	54
Chronic Homelessness.....	57
Homelessness Prevention .....	57
Discharge Coordination Policy.....	58
<b>COMMUNITY DEVELOPMENT .....</b>	<b>59</b>
<b>Community Development.....</b>	<b>59</b>
Priority Community Development Needs .....	59
Community Development Objectives .....	60
<b>Antipoverty Strategy.....</b>	<b>64</b>
<b>NON-HOMELESS SPECIAL NEEDS HOUSING.....</b>	<b>65</b>
<b>Non-Homeless Special Needs .....</b>	<b>65</b>
Non-Homeless Special Needs Objectives .....	65
Non-Homeless Special Needs Resources.....	67
<b>Housing Opportunities for People with AIDS .....</b>	<b>68</b>
Overview of HOPWA Organizations.....	68
Actions Planned for Program Year 2010 .....	71
Evaluation of Specific HOPWA Objectives .....	71
Report on Annual Output Goals .....	72
Annual HOWPA Output Goals .....	73
Resources Leveraged .....	73
Geographic Distribution of Funds .....	74
Barriers.....	74
Expected Trends .....	75
Evaluations and Assessments .....	75
<b>Specific HOPWA Objectives.....</b>	<b>76</b>
HOPWA Program Resources .....	76

# TABLE OF CONTENTS

	<u>Page</u>
<b>PROJECT WORKSHEETS .....</b>	<b>77</b>
<b>CPMP NON-STATE GRANTEE CERTIFICATIONS .....</b>	<b>144</b>
Non-State Government Certifications.....	144
Specific CDBG Certifications.....	146
Optional Certification CDBG .....	148
Specific HOME Certifications.....	149
HOPWA Certifications .....	150
ESG Certifications.....	151
Appendix to Certifications .....	153
<b>NEEDS TABLES .....</b>	<b>155</b>
Continuum of Care Homeless Population and Subpopulations Chart.....	155
HOPWA Worksheet.....	157
Non-Homeless Special Needs Worksheet .....	159
<b>ANNUAL HOUSING COMPLETION GOALS TABLE 3B.....</b>	<b>160</b>
<b>SPECIFIC OBJECTIVES WORKSHEETS .....</b>	<b>161</b>



City of St. Louis			UOG	MO294626 ST LOUIS	▼
1015 Locust			DUNS #138251 082	?	
Suite 1200			City of St. Louis		
St. Louis			Community Development Administration		
Missouri	63101	U.S.A	Executive and Administration		
N/A			1/8		

Employer Identification Number (EIN):			43-6003231		
Applicant Type:	Local Government: City	▼	Specify Other Type		

Person to be contacted regarding this application:					
Jill	R.	Claybour			
Acting Executive Director	Phone: 314-622-3400 ext. 223	Fax: 314-259-3461			
e-mail: claybourj@stlouiscity.com	<a href="http://www.stlouis.missouri.org">www.stlouis.missouri.org</a>	Other Contact			

"To the best of my knowledge and belief, all data in this application are true and correct, the document has been duly authorized by the governing body of the applicant, and the applicant will comply with the attached assurances if the assistance is awarded." Please update the date with each new Action Plan and CAPER submission.

Name:	Francis G. Slay	Date:	11/14/11
Title:	Mayor, City of St. Louis	(MM/DD/YY )	

CPMP Main  
Worksheet





# SF 424

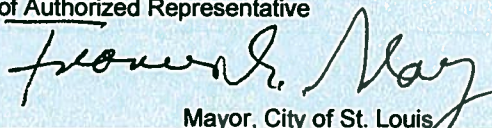
The SF 424 is part of the CPMP Annual Action Plan. SF 424 form fields are included in this document. Grantee information is linked from the 1CPMP.xls document of the CPMP tool.

## SF 424

Complete the fillable fields (blue cells) in the table below. The other items are pre-filled with values from the Grantee Information Worksheet.

Date Submitted 11/15/11	Applicant Identifier	<b>Type of Submission</b>	
Date Received by state	State Identifier	<b>Application</b>	<b>Pre-application</b>
Date Received by HUD	Federal Identifier	<input checked="" type="checkbox"/> Construction	<input type="checkbox"/> Construction
		<input checked="" type="checkbox"/> Non Construction	<input type="checkbox"/> Non Construction
<b>Applicant Information</b>			
City of St. Louis		MO294626 ST LOUIS	
1015 Locust		DUNS #138251 082	
Suite 1100		City of St. Louis	
City of St. Louis	Missouri	Community Development Administration	
63101	Country U.S.A.	Administration and Budget Division	
Employer Identification Number (EIN):		County N/A	
43-6003231		01/11	
Applicant Type:		Specify Other Type if necessary:	
Local Government: City		Specify Other Type	
<b>Program Funding</b>		<b>U.S. Department of Housing and Urban Development</b>	
Catalogue of Federal Domestic Assistance Numbers; Descriptive Title of Applicant Project(s); Areas Affected by Project(s) (cities, Counties, localities etc.); Estimated Funding			
<b>Community Development Block Grant</b>		14.218 Entitlement Grant	
CDBG Project Titles 2012 CDBG Projects		Description of Areas Affected by CDBG Project(s) City of St. Louis, Missouri	
CDBG Grant Amount \$17,829,160	Additional HUD Grant(s) Leveraged \$5,000,000	Describe Lead Based Paint Hazard Reduction, HUD 202, 811, HOPE VI, NSP, CDBG-Disaster, CDBG-R	
\$Additional Federal Funds Leveraged \$10,000,000		\$Additional State Funds Leveraged \$5,000,000	
\$Locally Leveraged Funds \$400,000,000		\$Grantee Funds Leveraged \$3,000,000	
\$Anticipated Program Income \$700,000		Other (Describe)	
Total Funds Leveraged for CDBG-based Project(s) \$63,700,000			
<b>Home Investment Partnerships Program</b>		14.239 HOME	
HOME Project Titles 2012 HOME Projects		Description of Areas Affected by HOME Project(s) City of St. Louis, Missouri	
\$HOME Grant Amount \$4,027,930	\$0 Additional HUD Grant(s) Leveraged Included in CDBG	Describe See CDBG	



\$0 Additional Federal Funds Leveraged Included in CDBG		\$0 Additional State Funds Leveraged Included in CDBG	
\$0 Locally Leveraged Funds Included in CDBG		\$0 Grantee Funds Leveraged Included in CDBG	
\$Anticipated Program Income \$10,000		Other (Describe)	
Total Funds Leveraged for HOME-based Project(s) Included in CDBG plus \$10,000			
<b>Housing Opportunities for People with AIDS</b>		14.241 HOPWA	
HOPWA Project Titles 2012 HOPWA Projects		Description of Areas Affected by HOPWA Project(s) City of St. Louis, Missouri	
\$HOPWA Grant Amount \$1,375,800	\$Additional HUD Grant(s) Leveraged	Describe	
\$Additional Federal Funds Leveraged		\$0 Additional State Funds Leveraged	
\$0 Locally Leveraged Funds		\$0 Grantee Funds Leveraged	
\$0 Anticipated Program Income		Other (Describe)	
Total Funds Leveraged for HOPWA-based Project(s) \$549,000			
<b>Emergency Shelter Grants Program</b>		14.231 ESG	
ESG Project Titles 2012 ESG Projects		Description of Areas Affected by ESG Project(s) City of St. Louis, Missouri	
\$ESG Grant Amount \$865,500	\$13,760,500 Additional HUD Grant(s) Leveraged	Describe Supportive Housing Program	
\$0 Additional Federal Funds Leveraged		\$435,000 Additional State Funds Leveraged	
\$4,135,000 Locally Leveraged Funds		\$1,441,900 Grantee Funds Leveraged	
\$0 Anticipated Program Income		Other (Describe)	
Total Funds Leveraged for ESG-based Project(s) \$19,772,400			
Congressional Districts of:		Is application subject to review by state Executive Order 12372 Process?	
Applicant Districts 1 <sup>st</sup> and 3 <sup>rd</sup>	Project Districts 1 <sup>st</sup> and 3 <sup>rd</sup>		
Is the applicant delinquent on any federal debt? If "Yes" please include an additional document explaining the situation.		<input type="checkbox"/> Yes	This application was made available to the state EO 12372 process for review on DATE
		<input checked="" type="checkbox"/> No	Program is not covered by EO 12372
<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	<input type="checkbox"/> N/A	Program has not been selected by the state for review
Person to be contacted regarding this application			
Jill	T	Claybour	
Acting Executive Director	Phone (314) 622-3400 ext. 223	Fax (314) 259-3461	
eMail: <a href="mailto:claybourj@stlouiscity.com">claybourj@stlouiscity.com</a>	<a href="http://www.stlouis.missouri.org">www.stlouis.missouri.org</a>	Other Contact	
Signature of Authorized Representative  Mayor, City of St. Louis		Date Signed 11/14/11	

**GENERAL**

# GENERAL

## INTRODUCTION

Beginning in 1974 the federal government has provided annual entitlement support to cities of more than 50,000 people for community development purposes. The amount of funding awarded is based on formulas that measure the level of distress in each community and take into account such factors as population, poverty, housing overcrowding/age, and growth lag. Funding is to be used in the implementation of an annual application and an overall multi-year community development strategy known collectively as the Consolidated Plan.

The City of St. Louis receives annual funding from four programs administered at the federal level by the U.S. Department of Housing and Urban Development. They are:

- Community Development Block Grant (CDBG)
- Home Investment Partnership (HOME)
- Emergency Shelter Grant (ESG)
- Housing Opportunities For Persons With Aids (HOPWA)

While the City's Community Development Administration retains primary local responsibility for all of these programs, programmatic responsibility for the Emergency Shelter Grant rests with the City's Department of Human Services, whereas responsibility for the HOPWA program rests with the Health Department.

## AVAILABLE FUNDS

The project and accomplishment goals outlined in this document are based on the projected Program Year 2012 available funding as outlined below.

<b>PROGRAM YEAR 2012</b>	
<b>FEDERAL ENTITLEMENT PROGRAM</b>	<b>PROJECTED AWARD AMOUNT</b>
Community Development Block Grant (CDBG)	\$17,829,160
Program Income (CDBG)	\$700,000
HOME Investment Partnership (HOME)	\$4,017,930
Program Income (HOME)	\$10,000
Emergency Shelter Grant (ESG)	\$865,500
Housing Opportunities for Persons with AIDS (HOPWA)	\$1,375,800
<b>TOTAL</b>	<b>\$24,798,390</b>



## EXECUTIVE SUMMARY

*The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.*

The City of St. Louis Consolidated Plan (Program Years 2010-2014) identifies eight high priority areas for directing the course of the City's development activities: Rental and Owner-Occupied Housing, Neighborhood Improvement, Infrastructure, Public Facilities, Public Services, Economic Development, Homeless Needs and Non-Homeless Special Needs. Of these eight areas, only six areas will be completed using CPD formula grant funds: Rental and Owner-Occupied Housing, Neighborhood Improvement, Public Services, Economic Development, Homeless Needs and Non-Homeless Special Needs. The City of St. Louis Consolidated Plan may be viewed in its entirety on the City's website at <http://stlouis-mo.gov/government/departments/community-development/documents/2010-14-consolidated-plan.cfm>. In addition, the City of St. Louis established a Strategic Land Use Plan to coordinate future development in the City. A complete copy of the Land Use Plan can be viewed on the City's website at <http://stlcin.missouri.org/landuse/index.cfm>.

The 2012 program year begins January 1, 2012, and marks the third year of the Five Year Consolidated Plan Strategy. CDBG funds constitute the majority of HUD funds received through the Consolidated Planning process (74% in 2011). Funding decreases over the last decade have placed added stress upon programs typically funded through the CDBG program. Reductions since 2001 amount to over \$10,500,000 and constitute a funding decrease of over 37% in CDBG funds over ten years, a massive reduction. Funding at the anticipated 2012 level will fall short of needs for stabilizing public services and is totally inadequate to address increased costs due simply to inflation.

Although housing will remain the primary focus of both the CDBG and HOME programs, with funding provided for acquisition financing, development cost write-downs and buyer affordability, there will be increased emphasis on home repair. In some parts of the City, CDA funds budgeted for home repair are being administered in whole or in part at the neighborhood level. In other parts of the City, home repair application intake is being handled at the neighborhood level, while construction management continues to take place through a centralized program. In still other neighborhoods, CDA is handling application intake while construction management is centralized.

Economic development will also remain a major initiative in the 2012 program year. CDBG funds will be used to attract and retain businesses and create or retain jobs for low and moderate income people through loans and grants. Another program will offer grants for facade and public improvements within commercial districts serving low and moderate income residents of nearby residential areas.

In addition to using the limited amounts of HUD funds available for these purposes, the City will make use of other federal, local and state economic development incentives, including tax increment financing and a variety of state and federal tax credits, for economic and residential development purposes. The City will also use dedicated City funds made available

through the City's Affordable Housing Commission to assist in residential development, the development of permanent supportive housing, foreclosure prevention, residential repairs and accessibility modifications, homeless services, and a variety of other residential activities that provide assistance to individuals and families with incomes at or below 80% of the SMSA median.

## SUMMARY OF OBJECTIVES AND OUTCOMES

Consolidated funds for the 2012 program year will be allocated among the following objectives and outcomes established by HUD through the CPD Outcome Performance Measurement System:

	Availability/ Accessibility	Affordability	Sustainability
Create a Suitable Living Environment	14%	<1%	18%
Provide Decent Housing	21%	13%	19%
Create Economic Opportunities	5%	0%	9%

### *Creating Suitable Living Environments: Availability/Accessibility*

Thirteen projects will be supported with 2012 funds to improve access to public services that improve the living environment for low- and moderate-income persons.

The following activities provide opportunities for enrichment for low- and moderate-income youth, including at-risk youth. Many of these activities encourage leadership skills and provide after-school educational, recreational and mentoring opportunities to help youth participants develop the skills needed to achieve personal, educational, and future employment success.

- St. Louis Board of Education – Community Education Centers (CDBG)
- City of St. Louis Department of Parks, Recreation & Forestry – Expanded Recreation (CDBG)
- Better Family Life, Inc. – Better Family Life Urban Rhythms (CDBG)
- Youth & Family Center – Youth & Family Center Services (CDBG)

The following activities provide opportunities to maintain and enhance the quality of life for the City's senior and special needs populations by providing Meals on Wheels, transportation services, recreational services, outreach, health screenings and nutrition education.

- Bevo Area Community Improvement Corp. – Bevo Senior Services (CDBG)
- St. Louis Area Agency on Aging – Elderly Services (CDBG)
- Union Sarah Senior Citizen Center, Inc. – Union Sarah Senior Center Services (CDBG)

The following activities provide food, shelter, and other emergency needs for low-income and homeless residents.

- Hi-Pointe Center, Inc. – Hi-Pointe Center (CDBG)
- Catholic Charities – Housing Resource Center (CDBG, ESG)
- City of St. Louis, Department of Human Services – Essential Services (ESG)
- City of St. Louis, Department of Human Services – Operations (ESG)

The following activities provide access to health services, mental health counseling, nutrition services, public health nursing and quality health education that will support informed decisions in risk reduction behaviors for low- and moderate-income residents.

- Family Care Health Centers – Adult Medicine (CDBG)
- Community Health-In-Partnership, Inc. – Community Health-In-Partnership Services (CDBG)

#### ***Providing Decent Affordable Housing: Availability/Accessibility***

Six projects funded in the 2012 program year will provide accessibility for the purpose of providing decent, safe and sanitary housing.

Four activities related to one of the projects will improve the quality of and accessibility to decent, safe and sanitary housing for low and moderate income individuals and families and quality of life in low and moderate income neighborhoods. This will be achieved through inspection services, emergency and other home repair including code-related repair, code rehabilitation, lead hazard reduction, home improvement forgivable and deferred payment loans and loan servicing activities.

- Home Repair Program Administration – Construction Rehab (CDBG, HOME)
- Home Repair Program Loan Pool - Owner-Occupied Rehabilitation and Repair (CDBG, HOME)
- City of St. Louis Building Division – Healthy Home Repair Program – Inspection Services (CDBG)
- Carondelet Community Betterment Federation – Carondelet Housing Program (CDBG, HOME)

One project will provide minor home repair services, safety and security modifications, energy/weatherization services, and accessibility modifications for elderly and disabled homeowners as well as homeowners and renters with disabilities.

- Home Services, Inc. – Senior Home Security (CDBG)

Two projects will provide housing information and supportive services to help low- and moderate-income households that include persons with HIV/AIDS access decent housing.

- City of St. Louis, Department of Health – Housing Information Services (HOPWA)
- City of St. Louis, Department of Health – Supportive Services (Case Management) (HOPWA)

### ***Creating Economic Opportunities: Availability/Accessibility:***

Two projects supported by 2012 funds will provide availability and accessibility for the purpose of creating and retaining jobs and economic opportunities for low and moderate income residents.

One activity will provide funds to encourage commercial and industrial development through direct financial assistance to private for-profit businesses, micro-enterprise assistance and development and the acquisition of commercial and other property. The goal of this program is to retain and/or create jobs for low-moderate income persons by providing attractive project financing and suitable sites and business facilities. Most loans require a firm commitment of private financing to leverage the program funds, acceptable job creation or retention goals, and an agreement to accept entry-level job referrals from the St. Louis Agency on Training and Employment (SLATE).

- Local Development Company - Business Development Support Program (CDBG)

The other project will assist individuals with improved access to economic opportunities and job-related services.

- Carondelet Community Betterment Federation, Inc. - Carondelet Family Literacy Program (CDBG)

### ***Creating Suitable Living Environments: Affordability***

Funds from the 2012 Program Year will support a project that will assist individuals by improving affordability for the purpose of creating a suitable living environment. The activity will provide quality affordable child care services to children ages six weeks to ten years old to allow parents in public housing to retain employment, attend school or enroll in job training programs.

- Vaughn Tenant Association - Elmer Hammond Day Care (CDBG)



***Providing Decent Affordable Housing: Affordability***

Nine projects will be funded in 2012 to help improve the affordability of decent housing through direct housing related services and/or the creation and rehabilitation of housing units. Four of these activities will result in the creation or rehabilitation of affordable owner-occupied and rental housing units for low-and moderate-income households.

- City of St. Louis Community Development Administration - Owner-Occupied - Affordable Rehabilitation (CDBG, HOME)
- City of St. Louis Community Development Administration - Owner-Occupied - Affordable New Construction (CDBG, HOME)
- City of St. Louis Community Development Administration - Rental Housing - Affordable Rehabilitation (CDBG, HOME)
- City of St. Louis Community Development Administration - Rental Housing - Affordable New Construction (CDBG, HOME)

One activity will help improve the affordability of decent housing by providing for education, counseling, investigation and enforcement of fair housing laws.

- Metropolitan St. Louis Equal Housing Opportunity Council - Equal Housing Opportunity Program (CDBG)

Two activities will provide services such as rent, mortgage and utility assistance to assist in preventing individuals from becoming homeless in the City of St. Louis.

- City of St. Louis, Department of Human Services – Prevention Services (ESG)
- City of St. Louis, Department of Health – Short Term Rent, Mortgage, Utility Payments (HOPWA)

Two activities will provide facility-based housing and tenant-based rental assistance to help low- and moderate-income households with special needs afford to move into decent housing.

- City of St. Louis, Department of Health – Tenant Based Rental Assistance (HOPWA)
- City of St. Louis, Department of Health – Facility-Based Housing Assistance (HOPWA)

***Creating Economic Opportunities: Affordability***

In addition to direct financial assistance to businesses and other employers in St. Louis to provide economic opportunities for low- and moderate-income persons, the following economic development activity will focus primarily on making capital affordable for businesses that improve the economic health of the community. Grants or low-interest loan assistance will be

made available to micro enterprises or small businesses that would otherwise not be able to afford the capital to start or expand their operations.

- Local Development Company - Business Development Support - Micro enterprises (CDBG)

### ***Creating Suitable Living Environments: Sustainability***

Twenty-three projects carried out through 24 activities will be supported in Program Year 2012 to sustain the physical environment in St. Louis's low- and moderate-income neighborhoods.

- Carondelet Community Betterment Federation, Inc. – Carondelet CBDO Program (CDBG, HOME)
- Central West End – Midtown CDC – Central Corridor CBDO Program (CDBG)
- DeSales Community Housing Corp. – DeSales CBDO (CDBG)
- DeSales Community Housing Corp. - Management Assistance Program (CDBG)
- Dutchtown South Community Corporation – Dutchtown South CBDO Program (CDBG)
- Grand Oak Hill Community Corp. – Grand Oak Hill CBDO Program (CDBG)
- Hamilton Heights Neighborhood Organization, Inc. – Hamilton Heights CBDO Program (CDBG)
- St. Louis Development Corp. - SLDC Property Board-Up Maintenance (CDBG)
- UJAMAA and the Black Family Land Trust -- UJAMAA CBDO Program (CDBG)
- The Acts Partnership – The Acts Partnership CBDO Program (CDBG)
- Old North St. Louis Restoration Group – Old North St. Louis CBDO Program (CDBG)
- Department of Parks, Recreation and Forestry – Operation Brightside Clean-Up/Graffiti Eradication (CDBG)
- City of St. Louis City Counselor's Office – Problem Property Team Program (CDBG)
- City of St. Louis Department of Public Safety – Problem Property Team Program (CDBG)
- St. Louis City Courts – Problem Property Team Program (CDBG)
- Riverview-West Florissant Development Corp. – Riverview West Florissant CBDO (CDBG)
- Shaw Neighborhood Housing Corp. – Shaw Neighborhood Revitalization and Development Program (CDBG)

- Skinker-DeBaliviere Community Council – Skinker-DeBaliviere CBDO Program (CDBG)
- Southwest Neighborhood Improvement Association – Southwest CBDO Program (CDBG)
- To be determined – Third Ward Revitalization (CDBG)
- Vashon/Jeff-Vander-Lou Initiative – Vashon/JVL CBDO Program (CDBG)
- Greater Ville Preservation Commission - Greater Ville CBDO Program (CDBG)
- To be determined - 26th Ward Revitalization (CDBG)
- To be determined - Targeted Management Assistance Program

### ***Providing Decent Housing: Housing: Sustainability***

2012 Program Year funds will assist four projects that will provide for the rehabilitation of vacant and deteriorated rental and owner-occupied properties. HUD funds are expected to assist with acquisition financing, interim financing and “gap” financing through repayable, forgivable and deferred payment loans that write down development costs to produce owner-occupied and rental homes in blighted areas of the City. In areas where significant numbers of vacant lots exist, it is also anticipated that newly constructed rental and owner-occupied homes will be developed by Community Based Development Organizations. These newly constructed and substantially rehabilitated homes are expected to provide decent, safe and sanitary living environments for existing City residents and to attract new residents to the City. Repopulating dense urban environments that are both “walkable” and have ready access to public transportation is an inherently sustainable activity, as is rehabilitating existing homes where feasible rather than constructing new. It is also anticipated that some infrastructure improvements associated with these homes will incorporate features to enhance environmental sustainability.

- City of St. Louis Community Development Administration - Owner-Occupied - Market Rate Rehabilitation (CDBG)
- City of St. Louis Community Development Administration - Owner-Occupied - Market Rate New Construction (CDBG)
- City of St. Louis Community Development Administration - Rental Housing - Market Rate Rehabilitation (CDBG)
- City of St. Louis Community Development Administration - Rental Housing - Market Rate New Construction (CDBG)

### ***Creating Economic Opportunities: Sustainability***

Three projects using 2012 CPD funds will provide public service and economic development activities to sustain economic opportunities.

Two of these projects will contribute to the stabilization and redevelopment of obsolete neighborhood commercial districts by providing for façade enhancements, accessibility enhancements and/or public infrastructure improvements in commercial areas throughout the City. Accessibility improvements will include construction and/or alterations to provide accessible entry-ways and accessible restrooms.

- City of St. Louis Office of the Disabled -- Accessible Businesses Lead Everywhere (CDBG)
- St. Louis Development Corporation -- Neighborhood Commercial District Incentives Program (CDBG)

Another project provides quality adult day care for seniors and people with disabilities in a community setting, enabling family care givers to remain employed.

- St. Elizabeth Adult Day Care Center -- St. Elizabeth Adult Day Care Center (CDBG)

## **EVALUATION OF PAST PERFORMANCE**

The City of St. Louis's Consolidated Plan (Program Years 2010-2014) identifies eight high priority areas for directing the course of the City's development activities: Rental and Owner-Occupied Housing, Neighborhood Improvement, Infrastructure, Public Facilities, Public Services, Economic Development, Homeless Needs and Non Homeless Special Needs.

### ***Rental and Owner-Occupied Housing:***

The primary goals associated with Rental and Owner-Occupied Housing include increasing the supply and quality of for-sale and rental housing for low income residents, preserving and increasing homeownership, eliminating unsafe buildings and blighted areas, making substantial progress toward achieving the goal of eradicating lead poisoning in St. Louis and supporting the development of targeted neighborhoods with CDBG and HOME funds. Key objectives and accomplishments related to Rental and Owner-Occupied Housing projects for 2010 are as follows:

- *Encourage/Incent New Construction/Rehabilitation of Affordable Rental/Owner-Occupied Housing Units:*

In 2010 the City provided assistance to developers that allowed for the completion of 31 affordable housing units, of which only four were directly subsidized. All were newly constructed. The continued stagnation in the housing market, tight credit and lending standards, and persistent unemployment nationwide have had a very significant impact on affordable for-sale production. As for rental production, fluctuation is inherent in the practice of reporting the completion of all units in large rental complexes at once and may not necessarily indicate any significant increase in activity and investment. On the other hand, confusion and delay in awarding of low-income housing tax credits during 2009 did result in a 2010 production drop. The effects of continuing increases in labor and materials costs, combined with declining household incomes and the shortage of available federal subsidy dollars, are also evident.



➤ *Encourage/Incent New Construction/Rehabilitation of Market Rate Rental/Owner Occupied Housing Units:*

In 2010 the City provided assistance to developers that allowed for the completion of 14 market rate housing units, 11 of which were for sale and three of which were rental. New construction sponsored or directly developed by Community Based Development Organizations accounted for eight of the units. The remaining six units were substantially rehabilitated, with many also taking advantage of state historic and neighborhood preservation tax credits.

➤ *Maintain/Improve Existing Housing Quality Through Home Repair Activities*

In 2010 a total of 249 households were assisted through City-funded home repair programs, of which 58 were through Rebuilding Together. The 249 homeowners fell short of the City's one year goal (270 units), largely due to the slow start up time by new agencies administering a decentralized version of the program, as well as the limited availability of CDBG funds.

Minor home repairs were undertaken by Home Services, Inc., Carondelet Community Betterment Federation and Riverview West Florissant Development Corporation. Collectively, the agencies completed 749 minor home repair projects, which exceeded the 2010 goal of 700 projects completed.

➤ *Make Substantial Progress in Implementing the Mayor's Comprehensive Action Plan to Eradicate Lead Poisoning by 2010*

During 2010 a total of 746 lead hazard evaluations were conducted by the Building Division's Lead Inspection Department. Of those inspections, 35% occurred because of an elevated blood-lead level investigation, meaning that a child with lead poisoning had been associated with the unit. This shows that the majority of the referrals fell into the category of primary prevention, which is a positive development in that the occupants of these units have not been lead poisoned. These inspections provided an opportunity to prevent lead poisoning by remediating the units now in order to protect current and future occupants. In addition, the Building Division under the Healthy Home Repair Program conducted 95 risk assessments. Nearly all of these were under the category of primary prevention.

Through various City-funded initiatives, 717 housing units were remediated and cleared of lead hazards in 2010. Several funding sources were used to accomplish the remediation of these units, including federal funds and the Building Division's Lead Remediation Fund. Four HUD Lead Grants allowed for the remediation of 412 housing units. Another 57 units were made lead-safe through the Healthy Home Repair Program, most of which fell into the primary prevention category. Another six units were completed and cleared of lead hazards through CDA's Residential Development Section. The owners completed the repairs in another 242 units, and the Building Division conducted clearance testing to determine that the units were lead-safe.

***Neighborhood Improvement:***

The primary goals associated with Neighborhood Improvement include supporting development, expanding and implementing effective Management Assistance support and reducing the number of problem and nuisance properties in targeted neighborhoods with CDBG funds. Key objectives and accomplishments related to Neighborhood Improvement projects for 2010 are as follows:

- *Continue to support Community Based Development Organizations (CBDO's)*

Nineteen local community development corporations (CDC's) carried out activities designed to improve housing or public facilities within their service areas. These non-profit corporations are community based, with a defined geographic service area.

***Infrastructure and Public Facilities:***

The primary goal associated with infrastructure and public facilities is to build or enhance public capital improvements to serve the diverse needs and constituencies of the City of St. Louis.

***Public Services:***

The primary strategies associated with Public Services are aimed at achieving family self-sufficiency by assisting organizations in providing public supportive services for youth, seniors and low and moderate income individuals including recreational activities, community education, elderly meals-on-wheels, after-school programs, adult and child day care services, youth employment training and health care through the use of CDBG funds. Key objectives and accomplishments of Public Services projects for 2010 are as follows:

- *Promote family self-sufficiency by aiding public supportive service activities*

In 2010 2,563 seniors were assisted; 10,639 youths participated in various CDBG funded activities including recreational opportunities, after-school programs and employment training; 177 children were provided day care services; 1,124 individuals received fair housing information, 23,149 uninsured or underinsured patients were provided health care; and, 219,684 low and moderate income individuals benefited from various general public service programs. These totals reflect some duplication of services, as numerous individuals may have participated in multiple programs.

***Economic Development:***

The primary goal associated with Economic Development initiatives include the following providing assistance/incentives for accessibility, retaining and attracting for-profit, retail businesses and micro-enterprises to the City encouraging historic preservation and rehabilitation of business properties. Key objectives and accomplishments related to Economic Development projects for 2010 are as follows:

➤ *Provide assistance/incentives to retain/attract businesses to the City*

A total of 198 businesses were provided economic development assistance in 2010, either through direct loans or through facade or public improvements in commercial districts.

***Homeless Needs:***

The City utilized CDBG and ESG funds for a number of special needs housing centers and shelters in the area. CDBG and ESG funds were used to provide operating assistance for homeless shelters, assistance to prevent homelessness and supportive services for homeless persons.

➤ *Make Substantial Progress Toward Eliminating Chronic Homelessness*

In efforts to end chronic homelessness in the City of St. Louis, program providers delivered 18,973 services to homeless people or persons at risk of becoming homeless. This number reflects some duplicated people and greatly exceeds the 2010 goal of providing services to 14,500 people.

***Non-Homeless Special Needs:***

HOPWA funds were used to provide tenant-based housing assistance, short-term rent, mortgage and utility assistance, facility-based operating assistance and supportive services for transitional housing facilities for persons with HIV/AIDS.

➤ *Maintain/Improve Services for HIV/AIDS Persons*

Housing assistance remains one of the greatest areas of need for individuals living with HIV and AIDS. The City will coordinate HOPWA grant funds with Ryan White Part A funding to provide a continuum of housing opportunities and supportive services for low-income individuals and families living with HIV/AIDS. HIV/AIDS service agencies providing housing services will receive funding to continue existing programs and to provide new services that address gaps and barriers identified in needs assessment and focus group discussions. Obviously, the City does not have the resources necessary to address all these needs. For the most part, the City will utilize HUD grants, Ryan White grants and other funding sources to carry out activities addressing the needs of non-homeless populations to the extent possible.

Goal	Methodology	2010 Goal	2010 Results	5 Year Goal	Percent of 5 Year Goals Completed	Amount/Formula Grant Expended <sup>1</sup>
Encourage/Incent New Construction/ Rehabilitation of Affordable Rental/Owner Occupied Housing Units	Provide loan funds for acquisition financing and development cost write-downs	320	4 (31) <sup>2</sup>	1,650	0% (2%)	\$2,661,151 HOME
Encourage/Incent New Construction/ Rehabilitation of Market Rate Rental/Owner Occupied Housing Units	Provide loan funds for acquisition financing and development cost write-downs	10	14	150	9%	\$1,032,543 CDBG
Increase Home Ownership	Provide funding for down payment and closing costs	0	1	0	N/A	\$17,630 ADDI
Maintain/Improve Existing Housing Quality	Provide funding for repair of owner occupied single family housing	270	249	2,000	72%	\$1,272,220 CDBG \$1,092,727 HOME
	Provide funding for minor home repairs	695	749	N/A	N/A	\$674,913 CDBG
Support CBDO's	Provide capacity building assistance to neighborhood organizations in targeted areas	23	19	23	83%	\$3,407,971 CDBG
Build or enhance public infrastructure/facilities	Provide funding for building or enhancing public facilities and infrastructure	N/A	4	N/A		\$511,974 CDBG
Aid Public Service Activities	Assist organizations providing senior, youth, child care, health care and other public supportive services	261,821 <sup>3</sup>	295,478 <sup>3</sup>	420,840	70%	\$4,045,375 CDBG



Goal	Methodology	2010 Goal	2010 Results	5 Year Goal	Percent of 5 Year Goals Completed	Amount/Formula Grant Expended <sup>1</sup>
Provide assistance/incentives to retain/attract businesses to the City	Provide loans/grants to businesses and provide funding for facade/public improvements in commercial districts	300	198	1,500	13%	\$2,123,294 CDBG
Make Substantial Progress Toward Eliminating Chronic Homelessness	Provide full range of services to minimize homeless/at-risk homeless persons	10,400 <sup>4</sup>	23,553 <sup>4</sup>	52,500	45%	\$405,173 ESG \$628,370 CDBG
Maintain/Improve Services for HIV/AIDS Persons	Provide full range of services for HIV/AIDS persons/families	1,937	2,143	2,965	222.5%	\$1,110,046 HOPWA

<sup>1</sup> The amount of grant funds expended reflects current entitlement and prior year funds spent in 2010.

<sup>2</sup> This number reflects total affordable units in projects assisted by CDA.

<sup>3</sup> This number reflects duplicated people and two projects benefiting low/moderate income persons on area basis.

<sup>4</sup> This number reflects duplicated people.

## GENERAL QUESTIONS

1. *Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed during the next year. Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.*
2. *Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) during the next year and the rationale for assigning the priorities.*
3. *Describe actions that will take place during the next year to address obstacles to meeting underserved needs.*
4. *Identify the federal, state, and local resources expected to be made available to address the needs identified in the plan. Federal resources should include Section 8 funds made available to the jurisdiction, Low-Income Housing Tax Credits, and competitive McKinney-Vento Homeless Assistance Act funds expected to be available to address priority needs and specific objectives identified in the strategic plan.*

## GEOGRAPHIC AREAS OF THE JURSDICTION

The boundaries of the City of St. Louis encompass some 61.4 square miles and were fixed at their current limits by a vote of residents in 1876. The City of St. Louis is an independent city and is one of only a handful of cities in the country that function as both cities and counties -- thus, it has not been possible for the City of St. Louis to add to its land area and tax base by annexing adjacent unincorporated land area. From 1950 to 2010, the City lost more than 500,000 people -- over 62% of its population -- as the number of people living in the City dropped from 850,000 at the 1950 census to less than 320,000 in 2010. Nearly two-thirds of the City's population have incomes that meet the definition of low and moderate income.

## GEOGRAPHIC BASIS FOR ALLOCATION OF INVESTMENTS

In the 2012 program year services provided through the CDBG program will be concentrated primarily in low/moderate income neighborhoods, although a limited amount of service may be provided to other areas exhibiting signs of slums or blight. Most areas of the City are low and moderate income areas per HUD definitions. (The Low/Moderate Income Percentages map on page 24 shows these low-moderate income areas of the City based on 2000 census figures.) Still other programs operate on a citywide basis but serve only low and moderate income clients or are funded with a combination of CPD and non-CPD funds. HOME funds must of course be utilized for housing activities benefiting very low-income and low-income families and are targeted accordingly.

Activities and projects to be carried out with CDBG and HOME funding fall within eight general categories: Public Services, Section 108 Loan Repayments, Community Based Development Organizations, Home Repair, Housing, Historic Preservation, Economic Development, and Planning/Administration. Collectively, these activities encompass the total CDBG and HOME programs anticipated to be undertaken in the program year. Descriptions of

these activities, along with Emergency Shelter Grant and Housing Opportunities For Persons With AIDS activities, are provided in the Project Worksheet section.

The following pages utilize maps to show proposed CDBG, HOME, ESG and HOPWA funded projects and locations for 2012 as follows:

- City of St. Louis Map of Low/Moderate Income Areas
- CDBG-Funded Public Services
- CDBG-Funded Community Based Development Organizations
- CDBG-Funded Community Education Centers
- CDBG-Funded Expanded Recreation Centers
- ESG-Funded Emergency, Transitional & Permanent Housing Facilities
- HOPWA-Funded Facilities

## **MEETING UNDERSERVED NEEDS**

The City is at a serious disadvantage in removing or eliminating obstacles to meeting underserved needs due to the reduced amount of CDBG funds available to the City and the City's high percentage of people in poverty and low- and moderate-income people. With the serious decline in CDBG funding, it has become more and more difficult to fund those programs that have provided much needed services over the years. Sufficient funding is not available to fund new activities addressing underserved needs. The City continues to urge its non-profit organizations to secure other sources of funds and can provide assistance to these agencies in grant writing and fund raising efforts.

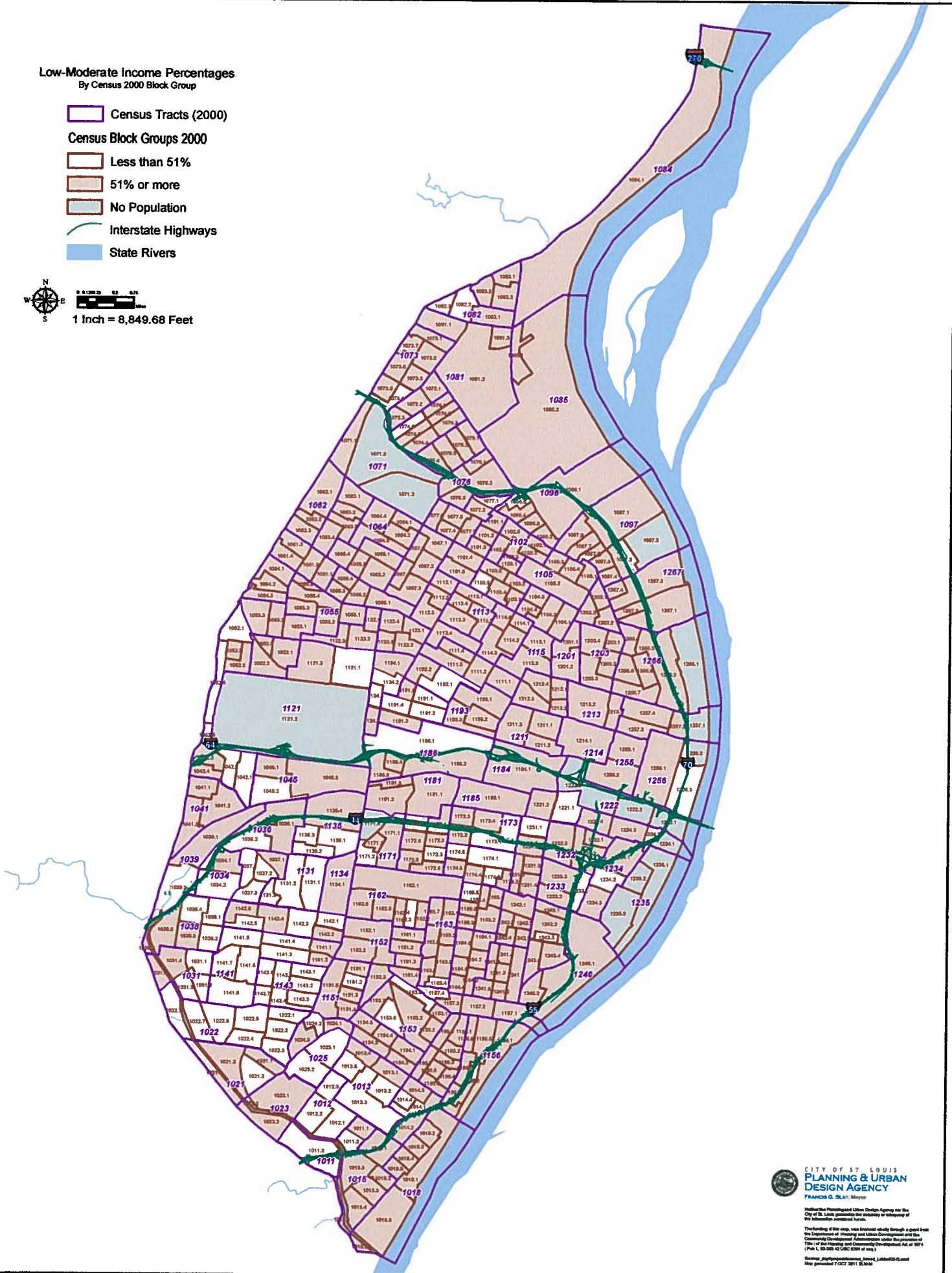
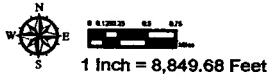
## **FEDERAL, STATE, AND LOCAL RESOURCES AVAILABLE**

An estimated total of \$83,482,400 in other federal, state, and local resources will help address the needs identified in the plan. The table below illustrates the distribution of funds among the City of St. Louis's four entitlement grants. The project worksheets contained within this plan include the allocation of these additional resources among the specific projects and activities.

PROGRAM YEAR 2012				
RESOURCES AVAILABLE	CDBG/HOME	ESG	HOPWA	TOTAL
Other HUD Funds	\$5,000,000	\$13,760,500	\$0	\$18,760,500
Additional Federal Funds	\$10,000,000	\$0	\$0	\$10,000,000
State of Missouri Funds	\$5,000,000	\$435,000	\$0	\$5,435,000
City of St. Louis Funds	\$3,000,000	\$1,441,900	\$0	\$4,441,900
Local and Private Funds	\$40,710,000	\$4,135,000	\$0	\$44,845,000
Other HUD	\$0	\$0	\$0	\$0
<b>TOTAL</b>	<b>\$63,710,000</b>	<b>\$19,772,400</b>	<b>\$0</b>	<b>\$83,482,400</b>

**Low-Moderate Income Percentages  
By Census 2000 Block Group**

- Census Tracts (2000)
- Census Block Groups 2000**
- Less than 51%
- 51% or more
- No Population
- Interstate Highways
- State Rivers



**CITY OF ST. LOUIS  
PLANNING & URBAN  
DESIGN AGENCY**  
FRANCIS G. BLAY, Mayor

Francis and Blay/Urban Design Agency for the City of St. Louis. The City of St. Louis guarantees the accuracy or reliability of the information provided herein.

The funding of this map, was provided solely through a grant from the Department of Housing and Urban Development and the Community Development Administration under the provisions of Title 1 of the Housing and Community Development Act of 1974 (P.L. 93-383) 42 USC 8301 et seq.

Source: geoplanning.com, Census 2000, GIS-Central  
Map produced OCT 2011 BLM

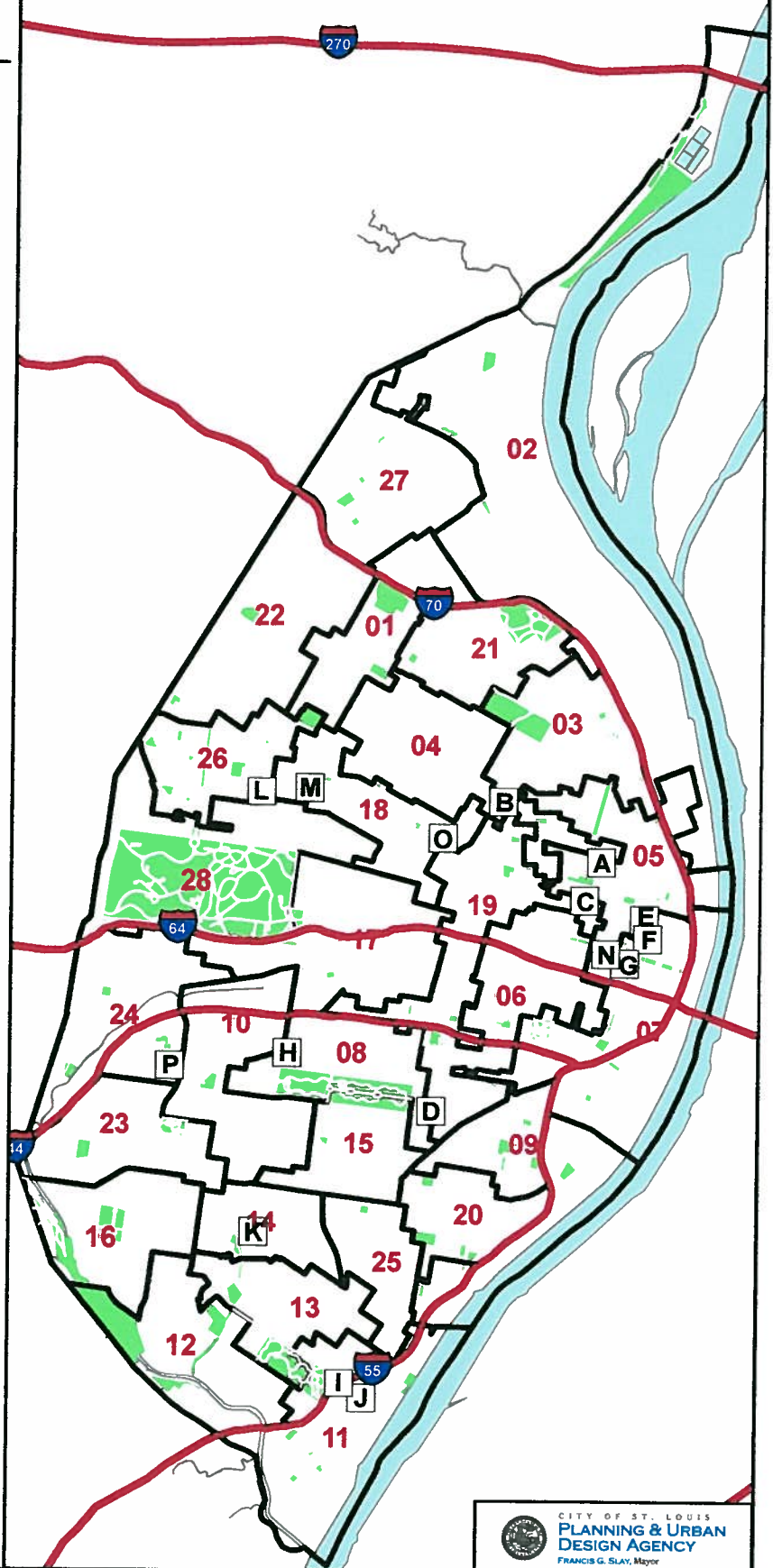


# 2012 City of St. Louis CDBG Public Service Projects



Legend		Public Service Programs Organizations
Ward		
05	A	Elmer Hammond Day Care Center 1920 Cass
05	B	Community Health-in-Partnership Services 2431 N Grand
06	C	Youth & Family Services 2012 Dr. Martin Luther King
05	D	St. Elizabeth Adult Day Care Program 3401 Arsenal
06	E	Housing Resource Center* 800 N. Tucker
07	F	SLDC Maintenance Program* 1015 Locust
07	G	Problem Properties Team* 1200 Market
07	H	Operation Brightside - Clean-Up* 4646 Sherandoah
08	I	FCHC - Adult Medicine 401 Holly Hills
11	J	Carondelet Family Literacy Program 6407 Michigan
11	K	Bevo Senior Services 4705 Ridgewood
18	L	Better Family Life Urban Rhythms 724 N. Union
18	M	Union Sarah Senior Center 848 N. Kingshighway
18	N	Elderly Services* 1520 Market
19	O	Metro St. Louis Equal Housing Opportunity Council 1027 S. Vandeventer
24	P	Hi-Pointe Center 6020 Southwest

\* Organization provides service citywide



Locations reflect main offices. Service areas may include multiple wards or operate city-wide.



CITY OF ST. LOUIS  
PLANNING & URBAN  
DESIGN AGENCY  
FRANCIS G. SLAY, Mayor

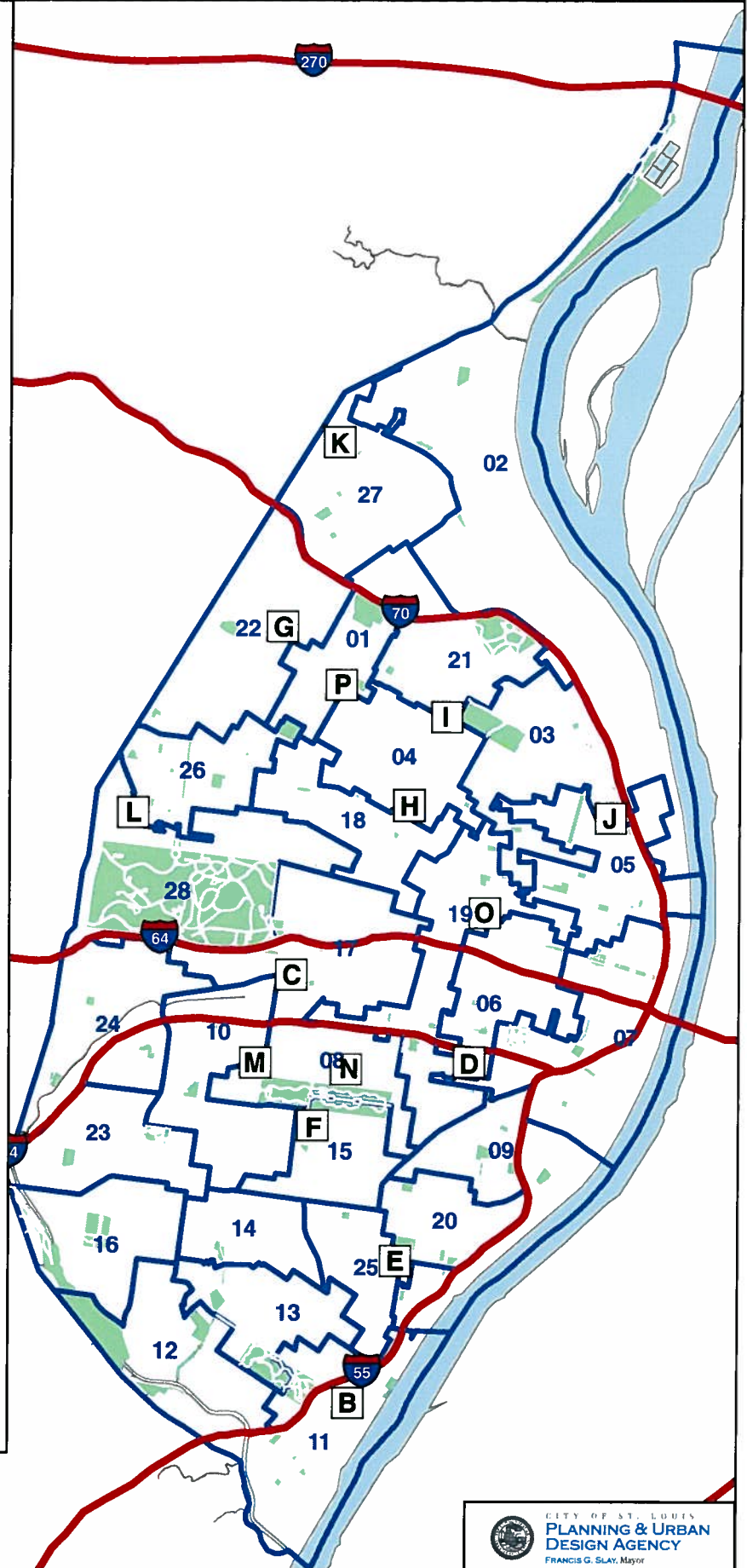
# 2012 City of St. Louis CDBG - Community Based Development Organizations



## Legend

### Organization

- A 26th Ward Revitalization  
To Be Determined
- B Carondelet Community Betterment Federation, Inc  
6408 Michigan
- C Central West End - Midtown Community  
Development Corp  
4512 Manchester
- D DeSales Community Housing Corporation  
2759 Russell
- E Dutchtown South Community Corporation  
4204 Virginia
- F Grand Oak Hill Community Corporation  
4168 Juniata
- G Hamilton Heights Neighborhood Organization, Inc  
5500 Natural Bridge
- H Greater Ville Preservation Commission  
4140 Dr. Martin Luther King Drive
- I The Acts Partnership  
4202 Natural Bridge
- J Old North St. Louis Restoration Group  
2700 14th St.
- K Riverview-West Florissant Development Corporation  
6085 West Florissant
- L Skinker DeBaliviere Community Council  
6008 Kingsbury
- M Southwest Neighborhood Improvement Association  
4950 Southwest
- N Shaw Neighborhood Housing Corporation  
4067 Shenandoah
- O Vashon/Jeff/Vander/Lou Initiative  
3030 Locust
- P UJAMAA Community Development &  
Black Family Land Trust  
3033 Euclid
- Q Third Ward Revitalization  
To Be Determined



0 5,500 11,000 16,500  
Feet



CITY OF ST. LOUIS  
PLANNING & URBAN  
DESIGN AGENCY  
FRANCIS G. SLAY, Mayor

# 2012 City of St. Louis CDBG - Community Education Full Service Schools (CEFSS)

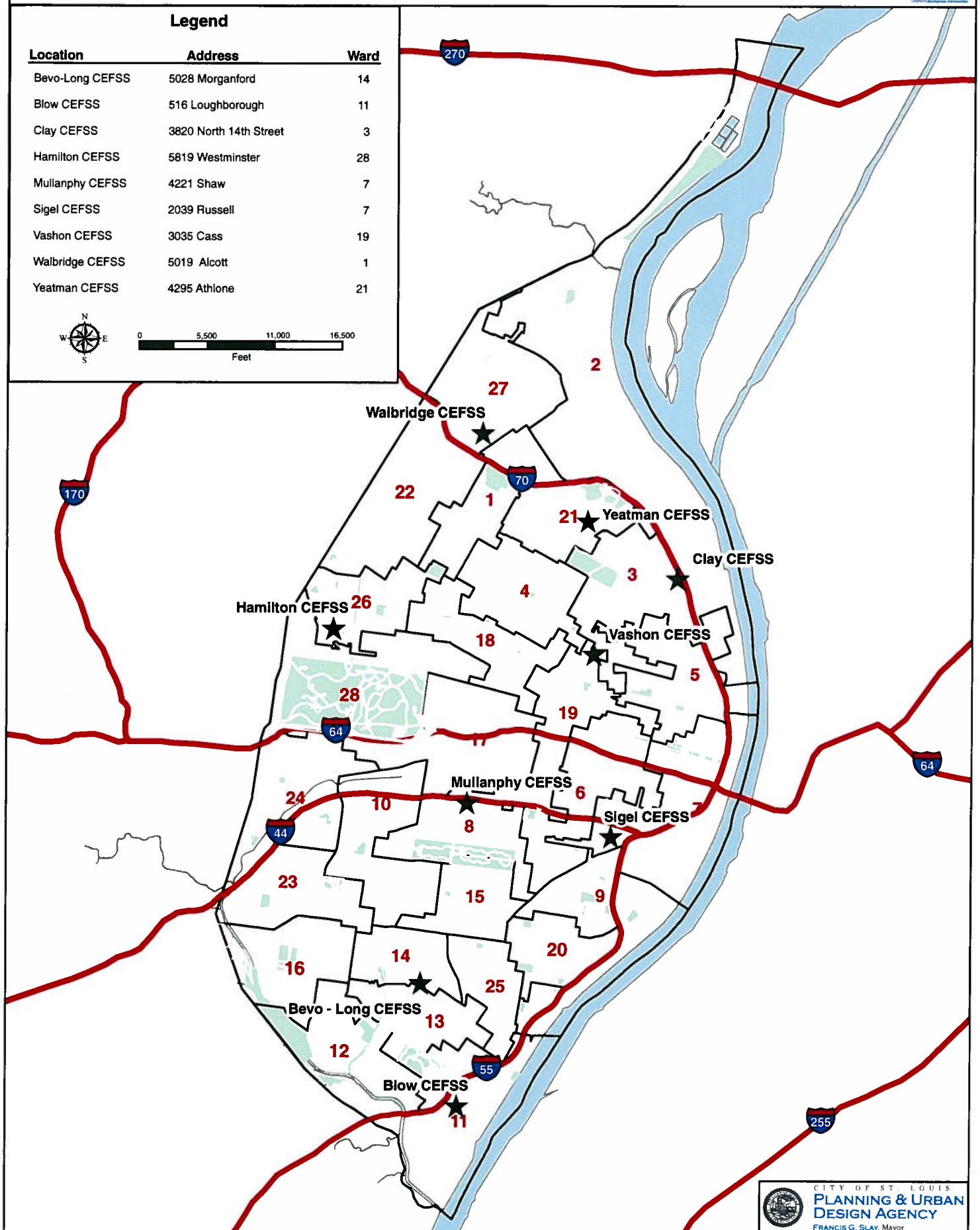


## Legend

Location	Address	Ward
Bevo-Long CEFSS	5028 Morganford	14
Blow CEFSS	516 Loughborough	11
Clay CEFSS	3820 North 14th Street	3
Hamilton CEFSS	5819 Westminster	28
Mullanphy CEFSS	4221 Shaw	7
Sigel CEFSS	2039 Russell	7
Vashon CEFSS	3035 Cass	19
Walbridge CEFSS	5019 Alcott	1
Yeatman CEFSS	4295 Athlone	21



0 5,500 11,000 16,500  
Feet





# 2012 City of St. Louis CDBG - Expanded Recreation Centers

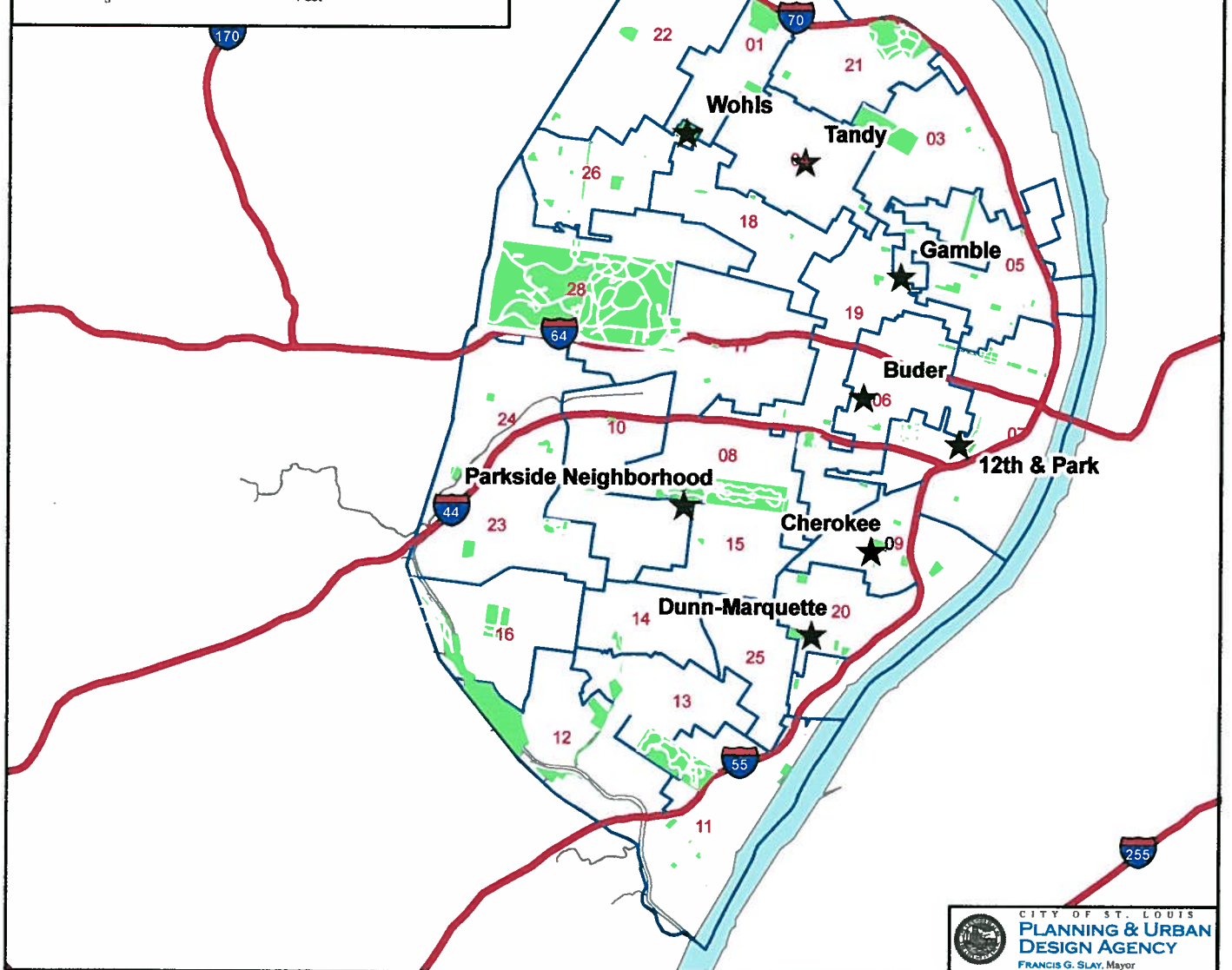


## Legend

Location	Address	Ward
Buder	2900 Hickory	6
Cherokee	3200 S. Jefferson	9
Dunn-Marquette	4025 Minnesota	20
Gamble	2907 Gamble	19
Parkside Neighborhood	3126 Alfred	10
Tandy	4206 W Kennerly	4
12th & Park	1410 S. Tucker	7
Wohl	1515 N. Kingshighway	18



0 5,500 11,000 16,500  
Feet



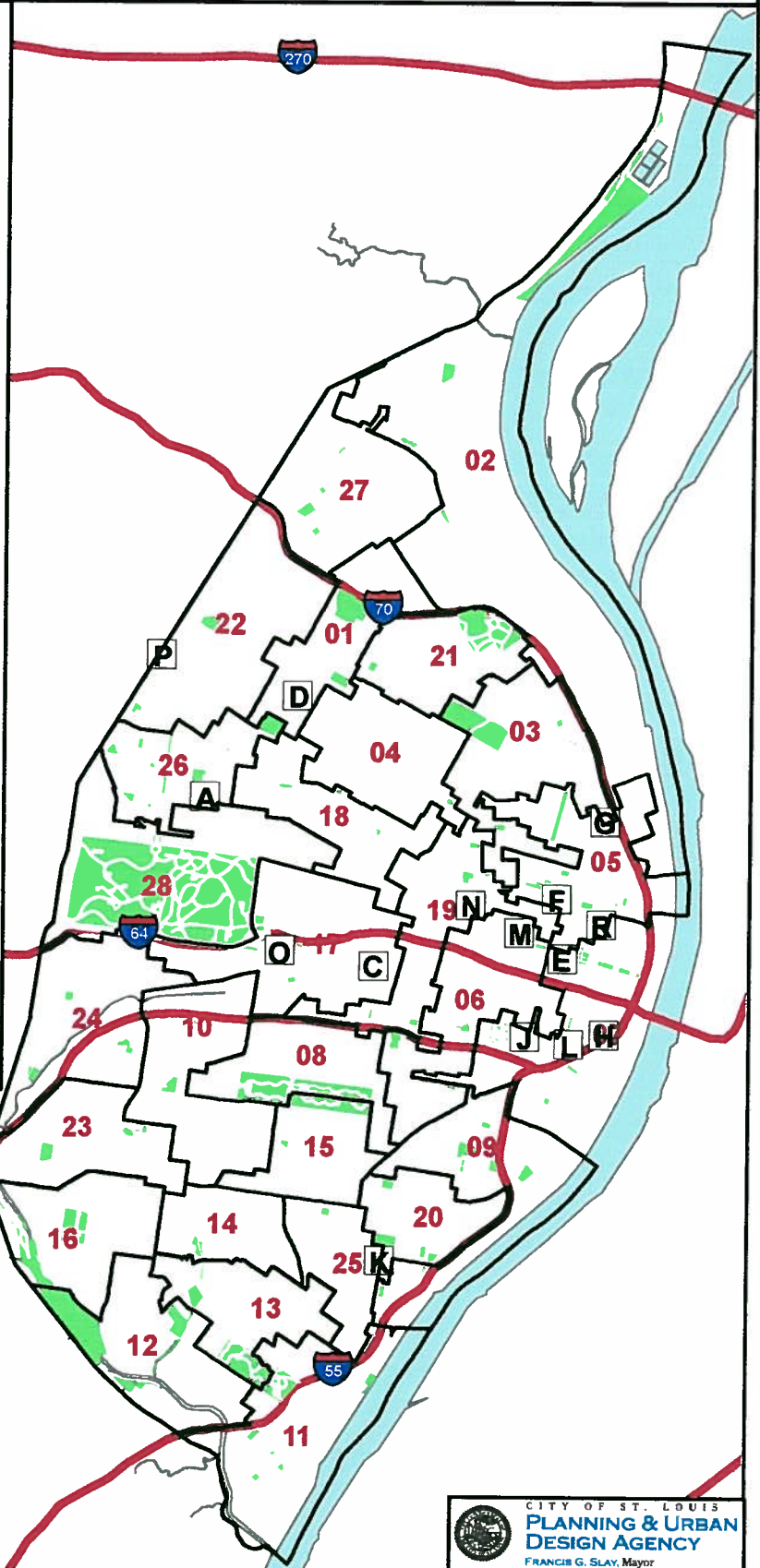
# 2012 City of St. Louis ESG Projects



## Legend

Agency	Address
A Bridgeway Counseling Services	5351 Delmar
B Catholic Charities Housing Resource Center	800 North Tucker
C Community Alternatives	3738 Chouteau
D Covenant House	2727 North Kingshighway
E Department of Human Services Admin	1520 Market
F Gateway Homeless Services	1000 North 19th Street
G Haven of Grace	1225 Warren
H Humanitri	1120 South 6th Street
I Lydia's House*	See note below
J Municipal Information Systems, Inc.	1445 South 18th Street
K Our Lady's Inn	4223 South Compton
L Peter & Paul Community Services	1025 Park
M Redevelopment Opportunities for Women	2229 Pine
N Salvation Army Harbor Light	3010 Washington
O Shalom House	1040 South Taylor
P St. Louis Transitional Hope House	1611 Hodiarnont
Q St. Martha's Hall*	See note below
R St. Patrick Center	800 North Tucker
S. The Women's Safe House*	See note below

\*St. Martha's Hall and the Women's Safe House are transitional housing for battered women, and locations are confidential





# 2012 City of St. Louis HOPWA - Funded Facilities



## Legend

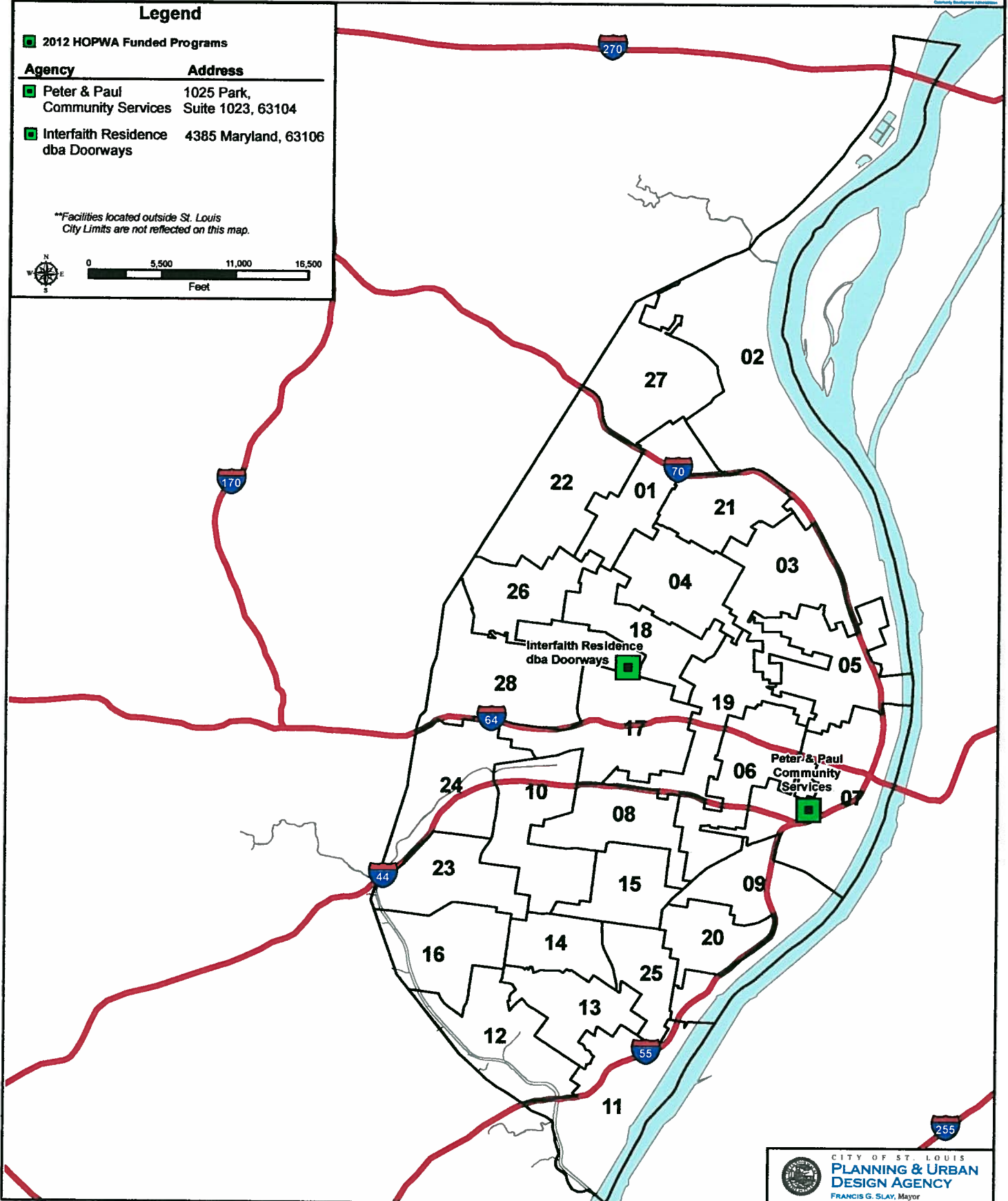
### 2012 HOPWA Funded Programs

Agency	Address
Peter & Paul Community Services	1025 Park, Suite 1023, 63104
Interfaith Residence dba Doorways	4385 Maryland, 63106

*\*\*Facilities located outside St. Louis City Limits are not reflected on this map.*



0 5,500 11,000 16,500  
Feet



## MANAGING THE PROCESS

1. *Identify the lead agency, entity, and agencies responsible for administering programs covered by the consolidated plan.*
2. *Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.*
3. *Describe actions that will take place during the next year to enhance coordination between public and private housing, health, and social service agencies.*

## AGENCIES ADMINISTERING PROGRAMS

The Community Development Administration (CDA) is the lead agency responsible for managing the consolidated planning effort. CDA is responsible for making sure that the City's Five Year Plan is completed as required, that the Annual Action Plan is submitted each year by November 15, and that the Consolidated Annual Performance and Evaluation Report is submitted to HUD within 90 days following completion of each program year. While the City's Planning and Urban Design Agency works with CDA to develop the Five Year Plan, CDA compiles the Annual Action Plan and the CAPER report. There are approximately 60 agencies charged with the responsibility of implementing the projects identified in the current Action Plan. Other agencies and organizations will administer activities under this plan and are specified in the Consolidated Plan Project Worksheets. They include but are not limited to:

### CITY OF ST. LOUIS

Board of Public Service	Department of Parks, Recreation and Forestry
City Counselor's Office	Department of Public Safety – Building Division
Community Development Administration	Office of the Disabled
Comptroller's Office	Planning and Urban Design Agency
Department of Human Services	St. Louis Area Agency on Aging
Department of Health	St. Louis City Court

### OTHER PUBLIC ORGANIZATIONS

Local Development Company  
St. Louis Board of Education  
St. Louis Development Corporation

## **PRIVATE ORGANIZATIONS AND AGENCIES**

Almost Home	Our Lady's Inn
Better Family Life, Inc.	Old North St. Louis Restoration Group
Bethany Place	Peter and Paul Community Services
Bevo Area Community Improvement Corp.	Redevelopment Opportunities for Women
Bridgeway Counseling	Riverview-West Florissant Development Corp.
Carondelet Community Betterment Federation, Inc.	Salvation Army Harbor Light
Catholic Charities Housing Resource Center	Shalom House
Central West End - Midtown CDC	Shaw Neighborhood Housing Corp.
Community Health-In-Partnership, Inc.	Skinker-DeBaliviere Community Council
Community Alternatives	Southwest Neighborhood Improvement Assoc.
Covenant House of Missouri	St. Elizabeth Adult Day Care Center
DeSales Community Housing Corp.	St. Louis Transitional Hope House
Dutchtown South Community Corp.	St. Martha's Hall
Family Care Health Centers	St. Patrick Center
Gateway 180	The Acts Partnership
Grace and Peace Fellowship	The Youth & Family Center
Grand Oak Hill Community Corp.	UJAMMA Community Development Corporation
Greater Ville Preservation Commission	and the Black Family Land Trust
Hamilton Heights Neigh. Organization, Inc.	Union Sarah Senior Citizen Center, Inc.
Haven of Grace	Vashon-Jeff Vander Lou Initiative
Hi-Pointe Center, Inc.	Vaughn Tenant Association
Home Services, Inc.	Women's Safe House
Humanitri	
Interfaith Residence dba Doorways	
Lydia's House	
Metropolitan St. Louis Equal Housing Opportunity Council	
Municipal Information Systems, Inc.	

## PLAN DEVELOPMENT PROCESS

The Planning and Urban Design Agency (PDA) is the entity responsible for the formulation and production of the 2010-2014 Five Year Consolidated Plan Strategy. In developing the Consolidated Plan, PDA met with a variety of City officials, service providers, and advocacy groups. Detailed information regarding this process is set forth in Appendix B of the Five Year Plan.

2012 represents the third year of activities described in the Consolidated Plan. Each year's activity will be described as an Action Plan that provides a listing of projects and programs recommended for funding under that year's funding allocation. Local citizens participating in the planning process identified needs in the following areas that are widespread and serious:

- Neighborhoods that are safe, stable and enjoyable
- Housing that is affordable and in good condition
- Jobs that pay decently, are accessible, and for which training is available
- Constructive activities for young people and seniors
- Access to information about current programs and activities
- Opportunities to define and shape a better life for self, family and neighborhood

To address these goals, the City of St. Louis proposes over 60 projects mostly concentrated in lower income areas within neighborhoods that have important physical and social resources to draw upon.

The Consolidated Plan is intended to:

- promote citizen participation and develop local priority needs and objectives by providing comprehensive information on the needs of the community; and
- promote the development of an Action Plan that provides a basis for assessing performance; and
- encourage consultation with public and private agencies to identify shared needs and solutions to community issues and problems.

## **AGENCY COORDINATION ENHANCEMENT**

The City of St. Louis's proposed Year 2012 Action Plan describes recommended funding levels to address housing, social service, economic development, homeless, and planning and administration needs for these four CDP formula grant programs. The Community Development Administration serves as the lead agency in formulating the Action Plan and applying to the Department of Housing and Urban Development for funding. CDA also administers the CDBG and HOME programs, carrying out some activities directly but in most cases contracting with other entities for the provision of services. Administration of the Emergency Shelter Grant program is carried out by the City's Department of Human Services, while the Housing Opportunities for Persons with AIDS Program is administered by another City Agency, the Department of Health and Hospitals. The Action Plan was drafted in conjunction with the aforementioned City departments, other agencies carrying out 2011 activities, and elected officials. Efforts will continue in the upcoming year to coordinate efforts among the participating partners.



## CITIZEN PARTICIPATION

1. *Provide a summary of the citizen participation process.*
2. *Provide a summary of citizen comments or views on the plan.*
3. *Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.*
4. *Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.*

### CITIZEN PARTICIPATION PLAN PROCESS

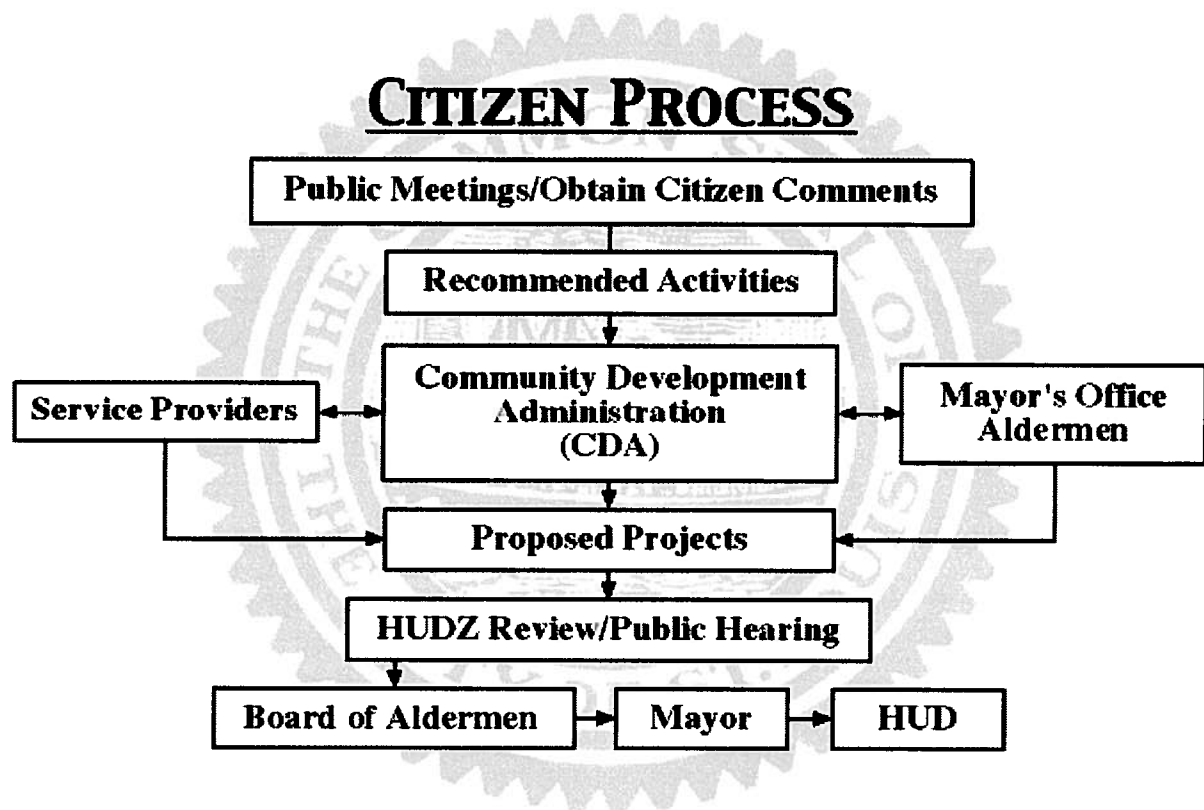
The application process starts with Citizen Participation. Citizens and local service providers are asked to discuss their views on how the various grant program funds are to address the three common goals that are set by statutes governing the CDBG program.

- Provide Decent Housing
- Provide a Suitable Living Environment
- Expand Economic Opportunities

These goals are met through a collaborative process. Three public meetings are held to obtain citizen views, and interviews with various service providers are conducted to obtain information and guidance on the utilization of existing and possible future programs.

Citizen comments and suggestions are incorporated into a proposed funding allocation. These proposed projects are forwarded to the Board of Aldermen for consideration. Through the Housing, Urban Development and Zoning Committee (HUDZ) hearing, citizens have a further opportunity to express their ideas as to which programs should be funded and in what amounts. Recommendations from the HUDZ committee are then presented to the full Board of Aldermen for approval by ordinance and at a third public meeting.

It is not until that process is completed that the Action Plan is forwarded to the Department of Housing and Urban Development for funding. The following flow chart is a simple representation of this process.



## **SUMMARY OF CITIZEN COMMENTS**

The Citizen Participation process with respect to the 2012 Annual Action Plan was initiated on August 24, 2011, with the first of three public hearings. Notice of the hearing was posted on the City's website at <http://stlouis.missouri.org> and published in the St. Louis Post Dispatch and St. Louis American newspapers. In addition, notification of the hearings was sent to those agencies currently funded through the CDBG program. Four citizens were in attendance at the hearing. One attendee spoke at some length about the need to revisit the City's 10-Year Plan to end homelessness. Another discussed the St. Louis Public School's Community Education programs. A third expressed appreciation for CDA's ongoing support. All asked questions about prospects for additional budgets. One expressed support for re-evaluating which activities are supported.

A second hearing was conducted on October 4, 2011 with six citizens in attendance. Most attendees spoke on behalf of continuing funding for Community Education, specifically the Walbridge Community Education Center.

A third and final hearing took place on October 20, 2011, with five citizens present.

Copies of the minutes of the public hearings are available for review at the Community Development Administration office.

## **PUBLIC PARTICIPATION BROADENING EFFORTS**

Efforts to broaden citizen participation among minorities, non-English speaking persons, and persons with disabilities are indicated in the draft Citizen Participation Plan currently being reviewed. In addition to having a representative from the Office on the Disabled on call to assist any persons with hearing disabilities attending the hearings for the 2012 Action Plan, the City also has available translators for over 30 different languages for those citizens who do not speak English or can converse more readily in their native language. The City works with Mind's Eye Information Services to see that notices are broadcast over their radio station, which serves persons who are blind or vision impaired. The proposed 2012 Annual Action Plan was also posted on the City's website for comments and questions. Operating agencies funded by CDA in 2011 and anyone who called for information received notice by e-mail. Operating agencies were urged to encourage attendance by residents in their service areas.

## **COMMENTS NOT ACCEPTED**

There were no instances in the hearings where comments were not accepted. Every person wishing to speak at the public hearings was allowed to do so. Further, no written comments were submitted to the Community Development Administration.

## **INSTITUTIONAL STRUCTURE**

- 1. Describe actions that will take place during the next year to develop institutional structure.*

### **INSTITUTIONAL STRUCTURE DEVELOPMENT**

The City's primary development agencies - the Community Development Administration (CDA), the Planning and Urban Design Agency, and the St. Louis Development Corporation (SLDC) - work together to plan and implement housing and economic development activities within the City of St. Louis. The Community Development Administration is responsible for the administration of federal funds for housing, community and economic development programs that strengthen the City of St. Louis and its neighborhoods. The Planning and Urban Design Agency was created in the summer of 1999 upon passage of Ordinance 64687 to focus on planning for the future of the City of St. Louis. The Agency provides staff support for the Planning Commission and is comprised of four divisions: Planning and Urban Design, Cultural Resources, Research, and Graphics/Computer Mapping. The St. Louis Development Corporation is an umbrella, not-for-profit corporation organized under Chapter 355 of the Missouri State Code with the mission of fostering economic development and growth in the City by increasing job and business opportunities and expansion of the City's tax base. Together, these agencies will continue to work together, along with other key City Departments, in the upcoming program year to effectively plan and carry out housing, economic development, and other community development activities essential to the continued development of the City.

## MONITORING

1. *Describe actions that will take place during the next year to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.*

### RECIPIENT MONITORING

The City of St. Louis strives to ensure that each Department meets the financial and managerial expectations of its citizens through the implementation of regular Internal Audit Reviews. As a City Department, the St. Louis Community Development Administration (CDA) has participated in several Business Review and Contract Process audit reviews over the past five years. In addition to these efforts, each year the City undergoes a rigorous review of its policies and procedures by outside auditors as part of the A-133 audit process. This process helps to ensure that the City complies in all material aspects with laws, regulations, contracts, and grants applicable to federal programs.

### SUBRECIPIENT MONITORING

#### ***CDBG and HOME Programmatic/Contract Monitoring Policies and Procedures:***

The St. Louis Community Development Administration primarily utilizes its monitoring staff to review programs and activities for compliance with CDBG rules and regulations. Under the 2012 Action Plan, there are approximately 40 operating agencies that will have agreements to carry out specific activities outlined in the Action Plan. During each program year CDA's monitoring section conducts at least one major programmatic visit to each of the contracting agencies. These reviews are conducted specifically to determine if agencies are meeting the objectives and criteria as set forth in their contracts and work programs. The programmatic reviews also target the organization's compliance with federal regulations as well as state and local law.

In order to assure consistency and fairness in monitoring, monitors conduct their reviews utilizing a standardized checklist. Monitors maintain an ongoing relationship with their organizations throughout the year. This relationship involves routine interaction, as well as more "hands on" communication and monitoring, depending on the experience and ability of each particular organization.

Residential Development staff persons are responsible for monitoring functions associated with HOME-funded activities. Staff persons conduct on-site inspections of HOME assisted rental housing units to determine compliance with the property standards of 92.251, as well as verifying the information submitted by owners in accordance with the requirements of 92.252.

The afore-described monitoring efforts should ensure long-term compliance with program requirements and comprehensive planning requirements.



***CDBG and HOME Fiscal Monitoring Policies:***

CDA also contracts with the City of St. Louis Comptroller's Office to conduct fiscal reviews of each funded organization. These reviews are carried out by the Internal Audit Section and are intended to ensure that recipients of CDBG and HOME funds are using funds efficiently and in compliance with applicable regulations. Fiscal monitoring addresses the following types of compliance requirements: internal controls related to activities allowed or unallowed; allowable costs/cost principles; eligibility; and matching, level of effort, earmarking and reporting. The Internal Audit Section also reviews OMB Circular A-133 reports from CDA subrecipients required to have an independent audit completed, to ensure that the reports meet all A-133 compliance requirements. Subrecipients not required to have an independent A-133 audit must provide a written statement to the Internal Audit Section that they did not meet or exceed the threshold of federal expenditures in the prior year that would require them to have an independent A-133 audit. In addition, the Federal Grants Section of the Comptroller's Office provides fiscal support for grant funded activities focusing primarily on financial operations and expenditure eligibility.

***CDBG and HOME Labor Standards Monitoring:***

Labor standards monitoring of most housing and commercial development projects funded by CDA or its subrecipients that trigger compliance with the Davis Bacon Act is performed by a Community Development Administration Program Monitor. Labor standards monitoring for the St. Louis Development Corporation's Neighborhood Commercial District Improvement and Incentives program is handled by SLDC's own monitor. Labor standards monitoring for those housing projects where the St. Louis Housing Authority is a participant is handled by the St. Louis Housing Authority. The City's Board of Public Service handles the necessary labor standards monitoring for projects carried out under contracts with them. Wage determinations, bid specifications, contracts, certified payrolls and all other required documents are kept on file in CDA's office or by another agency's monitor to verify that the projects are being monitored for compliance.

***CDBG and HOME Section 3 Monitoring:***

CDA certifies businesses and residents that meet Section 3 classification requirements. A list of these businesses and residents is provided to all developers and general contractors prior to the start of construction of any project required to comply with Section 3 regulations. Developers and contractors are also required to submit a Section 3 Plan to the CDA Section 3 monitor for review and approval prior to the start of construction. Developers and contractors submit quarterly reports indicating number of Section 3 business and resident hires.

### ***HOPWA Fiscal Monitoring***

The Department of Health retains the services of the Internal Audit Section of the City of St. Louis Comptroller's Office to perform fiscal monitoring of subcontracts issued by the Department of Health. During the monitoring process, auditors (using OMB Circular A-133 as a guide) test up to three months of fiscal reporting, and examine fiscal records, time logs, payroll records, acquisition and purchasing, accounting practices, and allowable costs. Fiscal monitoring visits occur once during each contract year for each subcontractor. Irregularities are reported in writing, along with recommendations for correction to the Department of Health. Corrective recommendations from the audit team are always adopted by the Department of Health and meetings with the subcontractor take place to develop plans for correcting the irregularities. In extreme cases, this could result in a subcontractor required to return funds to the Department of Health or the termination of a contract.

The Department of Health requires annual A-133 Audits or its equivalent from all subcontractors receiving over \$500,000 in federal funds. The Grants Administrator retains copies of A-133 Audit summary reports. The Internal Audit Section of the City of St. Louis Comptroller's Office and the Department of Health review the audits. The most recent audits from all subcontractors must be reviewed by the Department of Health's fiscal section before any agency receives a Department of Health contract. All contractors (100%) comply with audit requirements in OMB Circular A-133.

### ***HOPWA Program Monitoring***

In addition to fiscal audits performed by the City Comptroller's Office, the Contract Compliance Officer conducts monitoring site visits for each subcontractor during the contract year to review program deliverables, instruct providers on reporting requirements, assess training and technical assistance needs, and make recommendations for programmatic improvement. A Contract Compliance Policy is included as an attachment in each contract. When an issue is identified, the Grants Administrator negotiates a corrective action plan with the contractor. A written action plan may be required. Unresolved issues are addressed by the Grants Administrator, Bureau Chief and ultimately the Commissioner of Health, as needed. Subcontractors are notified that failure to correct compliance issues will result in a funding reduction of one percent from the administrative line item for each unresolved occurrence. Recurring compliance issues may result in a termination of the subcontract.

The Contract Compliance Officer also performs desk audits on the monthly provider invoices to monitor deliverables set within the contract and scope of work.

The Department of Health utilizes a programmatic monitoring tool for each service category and provider. The tool describes the purpose of the monitoring visits and data elements to be monitored and includes a checklist of relevant contract responsibilities and deliverables. Key areas of the site visit tool include: program-wide elements, individual category specific elements (i.e., TBRA, STRMU, Facility Based Housing, Supportive Services, Housing Information, etc), financial systems and controls, audits, procurement, property and equipment, personnel policies and procedures, client chart review, program highlights and challenges, progress towards

contract deliverables, and suggestions for program improvement. The monitoring tool identifies section strengths, findings and/or concerns. Site visit results are reported to the provider in writing. Providers are required to respond to findings within 30 days and submit a time-phased corrective action plan.

## LEAD-BASED PAINT

1. *Describe the actions that will take place during the next year to evaluate and reduce the number of housing units containing lead-based paint hazards in order to increase the inventory of lead-safe housing available to extremely low-income, low-income, and moderate-income families, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.*

### LEAD-BASED PAINT HAZARD ABATEMENT

The City received a competitive Lead Hazard Reduction Demonstration grant from the HUD Office of Healthy Homes and Lead Hazard Control in September of 2011, with a projected start date at the beginning of 2012. Funding from this grant will allow the City to continue implementation of Mayor Slay's *Comprehensive Action Plan to Eradicate Lead Poisoning*.

Under this grant, the City will remediate lead in a minimum of 333 housing units. Twenty-five persons will be trained and licensed as lead workers, and 100 individuals will receive lead safe work practices training. The Community Development Administration will monitor and oversee grant activities, conduct intakes and process applications. The Health Department will screen 1,080 children and reach 3,600 persons through 240 outreach and education sessions in an effort to further decrease rates of lead poisoning. The Building Division will conduct a total of 650 risk assessments and lead inspections in order to determine the presence of lead hazards in residential housing units. In addition, they will perform project design and scope of work development, temporary relocation, job site monitoring, clearance testing and enforcement. They will also provide remediation services through their in-house detox crews.

The plan focuses on preventing lead exposure through proactive detection, environmental hazard control, enforcement and education. The owners of any housing units in which hazards are detected are offered compliance assistance from the various HUD grants as well as from the Building Division's Lead Remediation Fund. In the event that property owners do not address the lead hazards independent of the City's resources, or if they do not accept the offer of compliance assistance, then the property owners are sent to housing court for enforcement.

In addition, the various CDA-funded home repair programs served as an effective primary prevention tool in that each property that is repaired under the comprehensive program receives a lead hazard risk assessment which will result in the reduction of the hazards regardless of whether or not children currently reside in the property. The City's initiatives also focus on repairing rental properties. Therefore, a substantial portion of the grant funds is allocated to remediate lead hazards in housing units occupied by low/moderate income tenants. Those rental units that are deemed to be "lead-safe" are placed on the City's Lead-Safe Housing Registry.

# HOUSING

# HOUSING

## SPECIFIC HOUSING OBJECTIVES

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve during the next year.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

## SPECIFIC HOUSING PRIORITIES AND OBJECTIVES

The proposed budget for housing production/acquisition in 2012 is \$5,102,047. These funds will support the rehabilitation and construction of housing units in neighborhoods throughout the City.

The following table outlines the specific housing priorities and accomplishment goals that the City of St. Louis plans to achieve through projects supported during the 2012 Program Year.

ACTIVITY	ACCOMPLISHMENT UNITS	GOAL	SOURCE OF FUNDS
Interim Assistance	10-Housing Units	1,900	CDBG, Grantee
Rental Housing Subsidies	01-People	168	HOPWA
Short Term Rent, Mortgage, Utility Subsidies	01-People	90	HOPWA
Facility-Based Housing	01-People	250	HOPWA, Other Federal
Rehab, Single-Unit Residential	10-Housing Units	24	CDBG, HOME, Other Federal, State, Grantee, Local
Rehab, Multi-Unit Residential	10-Housing Units	150	CDBG, HOME, Other Grantee, Local

A more detailed enumeration of specific objectives is described below.

### ***Rental and Owner-Occupied Housing:***

The primary goals associated with Rental and Owner-Occupied Housing include increasing the supply and quality of for-sale and rental housing for low income residents, preserving and increasing homeownership, eliminating unsafe buildings and blighted areas, making substantial progress towards achieving the goal of eradicating lead poisoning in St. Louis



supporting the development of targeted neighborhoods with CDBG and HOME funds and effectively deploying the Neighborhood Stabilization Program. Key objectives related to Rental and Owner-Occupied Housing projects for 2012 are as follows:

- *Encourage/Incent New Construction/Rehabilitation of Affordable Rental/Owner Occupied Housing Units:*

#### Increase supply of affordable rental housing

The primary thrust of CDA's rental housing production program continues to be the support of low income housing tax credit and 202/811 projects.

#### Improve quality of affordable rental housing

CDA continues to upgrade its design and budget review processes for new and substantially rehabilitated rental housing and maintains intensive monitoring of HOME rental projects already complete. In 2012 staff will continue to meet with landlords and property managers to map out corrective actions where needed to address physical deficiencies and management problems. Where necessary, CDA will involve Neighborhood Stabilization Officers, the Problem Property team and Building Division officials, banks, neighborhood organizations and elected officials. Experience has validated the improvements to be gained from this team approach. CDA is willing to work with owners to structure refinancing of older projects to allow for the funding of upgrades and needed repairs if warranted.

#### Increase the availability of affordable owner housing

The Residential Development Division emphasizes home ownership in seeking proposals for new construction and substantial rehabilitation. In 2012 the staff will continue to package its home ownership projects with buyer affordability second mortgage financing for income-qualified purchasers and mandate that they attend homebuyer counseling programs. A key focus will be the rehabilitation of properties acquired with Neighborhood Stabilization Program funding.

- *Encourage/Incent New Construction/Rehabilitation of Market Rate Rental/Owner Occupied Housing Units*

#### Increase supply of market rate rental housing

Although CDA's rental housing production program largely supports the construction or substantial rehabilitation of affordable rental units, smaller but important investments are occasionally made in market-rate rental housing, most of it in mixed-income and mixed-use settings.

Increase the availability of market rate for-sale housing

The Residential Development Division's emphasis on affordable home ownership extends beyond the creation of affordable units. The goal is to rebuild economic diversity and economic strength throughout City neighborhoods. The support of market-rate for-sale housing, both new and rehabilitated, is key to the achievement of that goal. CDA will continue limited support for mixed-income rehabilitation strategies in blighted and recovering neighborhoods with special emphasis on projects identified through the Major Residential/Commercial Development Initiatives program, first funded in 2007.

- *Increase Homeownership in the City by Providing Downpayment and Closing Costs Assistance to Income Eligible Citizens*

Improve access to affordable owner housing for minorities

CDA will strive to continue rehabilitation of foreclosed houses acquired through the Neighborhood Stabilization Program, prioritizing those located in minority communities. CDA is now providing NSP and HOME funded construction financing so that bankers' reluctance to lend is not an obstacle. Beginning in 2007 CDA annually funded a Major Residential/Commercial Initiative designed to provide financial support to affordable and mixed-income projects of scale primarily on the City's North Side. Additional funding is allocated for 2012 to carry forward and expand the initiative.

- *Maintain/Improve Existing Housing Quality Through Home Repair Activities*

Improve quality of owner housing

In some parts of the City, CDA funds budgeted for home repair are being administered in whole or in part at the neighborhood level. In other parts of the City, home repair application intake is being handled at the neighborhood level, while construction management continues to take place through a centralized program. In still other neighborhoods, CDA is handling application intake while construction management is centralized.

Organizations operating neighborhood-based programs are required to meet specific program criteria where applicable, including lead remediation, lead safe work practices, environmental compliance (including Section 106) and a commitment by the organization to resolve all disputes within its available home repair budget.

- *Make Substantial Progress in Implementing the Mayor's Comprehensive Action Plan to Eradicate Lead Poisoning*

During 2010 a total of 746 lead hazard evaluations were conducted by the Building Division's Lead Inspection Department. Of those inspections, 35% occurred because of an elevated blood-lead level investigation, meaning that a child with lead poisoning had been associated with the unit. This shows that the majority of the referrals fell into the category of primary prevention, which is a positive development in that the occupants of these units have not

been lead poisoned. These preventative inspections provided an opportunity to prevent lead poisoning by remediating the units now in order to protect current and future occupants. In addition, the Building Division under the Healthy Home Repair Program conducted 78 risk assessments. Nearly all of these were under the category of primary prevention.

Through various City-funded initiatives, 717 housing units were remediated and cleared of lead hazards in 2010. Several funding sources were used to accomplish the remediation of these units, including federal funds and the Building Division's Lead Remediation fund. Four HUD Lead Grants allowed for the remediation of 412 housing units. Another 57 units were made lead-safe through the Healthy Homes Repair Program, most of which fell into the primary prevention category. Another six units were completed and cleared of lead hazards through CDA's Residential Development Section. These consisted primarily of rental units rehabilitated through a combination of public and private sources. The owners completed the repairs in another 242 units, and the Building Division conducted clearance testing to determine that the units were lead-safe.

The Lead Safe St. Louis Program, through its federal Lead Hazard Reduction Demonstration (LHRD) grants from the Department of Housing and Urban Development (HUD) offers various forms of financial assistance for lead remediation to rental property owners. For units occupied by children under the age of six, the City will pay for 100% of the remediation cost up to a maximum of four units. The tenant's incomes must be at or below 80% the Area Median Income guidelines, and the rents charged on the units cannot exceed HUD's Fair Market Rent levels.

For developers who are conducting substantial rehabilitation of multi-family housing units, the City will provide \$5,000 per unit for each of the first two units in the property and \$1,000 for each additional unit. The developer must conduct the rehabilitation in a lead-safe manner, remediate all lead hazards, achieve clearance, and advertise the availability of the rental units on the Socialserve.com website. Tenants must meet the HUD income guidelines, and the units must be rented at Fair Market levels. As an added incentive, the City will pay for Lead Safe Work Practices training for those who will be conducting the rehabilitation.

Finally, the City provides a Window Replacement Program to property owners who rent to tenants meeting the income guidelines and charge rents at or below Fair Market levels. This program offers reimbursement of \$200 per window, up to a maximum of 10 windows per unit. In cases where historic replacement windows are required due to Section 106 requirements, the City will reimburse the owner \$400 for each window installed. The owner is required to remediate any additional lead hazards in the unit, i.e. painting, and the unit must pass clearance. The window installer must have obtained a Lead-Safe Work Practices training certificate as well. The City continues to explore other alternatives to encourage rental property owners to remediate lead hazards in rental units and meets regularly with landlord and property owner associations to share information and obtain feedback and suggestions from them.

## USE OF AVAILABLE RESOURCES

### ***Local Funding - Affordable Housing Commission:***

The City's Affordable Housing Commission has completed its ninth full year of operation. Revenues from a Use Tax on purchases from out of town businesses are placed in a trust fund for the purpose of carrying out the mission of the Affordable Housing Commission. Per the ordinance that established the Commission, 40% of the funds disbursed must go to families earning 20% or below of the area median income.

Many homeless shelters and transitional housing programs benefit from Commission-funded programs, and Commission funds have helped to provide critical home improvements and lead abatement in older City homes. AHC funds the rehabilitation of existing housing stock as well as assisting new construction, thereby increasing investment in single family for-sale homes. Such projects extend the housing options available and build wealth for low to moderate income families while stabilizing neighborhoods. Other areas of support include disability modifications and Universal Design inclusion in all new construction projects.

### ***Private Funding:***

Private initiatives have involved CDA staff participation in the St. Louis Equity Fund, the Regional Housing and Community Development Alliance, the Homebuilders Association of Greater St. Louis and numerous volunteer neighborhood housing corporations. Led by the Affordable Housing Commission, the St. Louis Alliance for Foreclosure Prevention continues to bring many leaders together from the private for-profit and non-profit sectors to stem the rising tide of foreclosures.

## INITIATIVES FOR FUNDING HOUSING

### ***Housing Programs:***

Housing to assist low and moderate income families continues to be a high priority. In order to make sure that assistance for the full spectrum of housing needs is addressed, careful planning and assessments are made. Where there are gaps and new needs are identified or new funding opportunities by other sources come to light, CDA has made program modifications or created new programs to meet the need.

### ***Neighborhood Stabilization Program:***

The City was successful in securing additional Neighborhood Stabilization Program-3 funding made available to Missouri from the Missouri Department of Economic Development. With NSP-1 entitlement funds, 87 properties were acquired. Rehabilitation and sale to an owner-occupant is complete for one property. A number are being rehabbed and more work will continue in 2012. The Hyde Park South Apartments, where units will be rented to households at or below 50% of area median income, will be under construction before the end of 2012.

***CDBG-R:***

Three activities selected for CDBG-R funding are resulting in the creation of new and rehabilitated housing.

***CDBG-Disaster Funds:***

CDA was awarded three grants for affordable multi-family rental housing from the Missouri Department of Economic Development. One of the projects also received a grant of \$10,000,000 in recovery funding aimed at creating green public housing.

## NEEDS OF PUBLIC HOUSING

1. *Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake during the next year to encourage public housing residents to become more involved in management and participate in homeownership.*
2. *If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation during the next year.*

### PUBLIC HOUSING NEEDS/ACTIVITIES

The expectation is that the demand for desirable affordable housing will continue to increase during the 2012 program year. The St. Louis Housing Authority (SLHA) plans to continue to enter into partnerships with the Community Development Administration, private developers, investors and public housing residents to develop public housing units in attractive mixed-income communities and to modernize existing developments to improve the quality and energy efficiency of public housing. In addition, SLHA plans to continue to offer homeownership opportunities to low and moderate income families. The plan includes the following activities:

- Construction of Arlington Grove, a mixed-finance, mixed-income family development, which will consist of 112 rental units in garden apartments, townhouses, semi-detached housing, a mixed-use building and the renovated Arlington School. The project funding includes federal 4% Low Income Housing Tax Credits (LIHTC), tax exempt bonds, state and federal Historic Tax Credits, Replacement Housing Factor (RHF) and American Recovery and Reinvestment Act of 2009 (ARRA) funds from the St. Louis Housing Authority (SLHA), Missouri Housing Development Commission (MHDC) gap financing that is made up of exchange funds (TCR), MHDC and City of St. Louis HOME funds, Capital Fund Recovery Competition (CFRC) funds awarded to SLHA from HUD and private equity. The project closed on September 9, 2010 and construction is anticipated to be complete by spring 2012.
- Construction of North Sarah, a new family mixed-finance, mixed-income development, which consists of 120 multi-family rental units in garden apartments, townhouses and mixed-use buildings for both residential and light retail. The project site is located in the 18th Ward. The project funding includes utilizing Capital Fund Program - Replacement Housing Factor Funds, 9% Low-Income Housing Tax Credits (LIHTC) and HOME funds from the Missouri Housing Development Commission (MHDC), Community Development Block Grant Funds, private equity and a private first mortgage. The project closed on May 6, 2011 and construction completion is scheduled for the Summer of 2012.
- Planning and start of construction of North Sarah II, a new family mixed-finance, mixed-income development, which consists of 109 multi-family rental units in garden



apartments, townhouses and mixed-use buildings for both residential and light retail. The project site is located in the 18th Ward. The project funding includes utilizing Capital Fund Program - Replacement Housing Factor Funds, HOPE VI funds, 9% Low-Income Housing Tax Credits (LIHTC) and HOME funds from the Missouri Housing Development Commission (MHDC), possible Affordable Housing Trust Funds, possible HOME funds from the City of St. Louis, private equity and a private first mortgage. The project is scheduled to close in the Fall of 2012 and construction completion is scheduled for the Winter of 2013.

- Planning for additional affordable housing development with future Capital Fund Program - Replacement Housing Factor Funds or other sources that may become available through other funding programs.
- Continuation of the affordable homeownership programs at Cambridge Heights and the Near South Side. SLHA will try to sell four affordable townhome units that are complete at Cambridge Heights and construct and sell eight additional units on the northern end of the HOPE VI area. SLHA is planning to select a new development partner to complete the construction and sale of 14 additional units on the Near South Side.
- Continuation of the partnerships with Habitat for Humanity to provide affordable homeownership to Section 8 participants.
- Continuation of comprehensive modernization of James House Apartments, a 155-unit high-rise public housing development. Financing for the comprehensive modernization was provided from a portion of the \$18.5 million allocation from the recent stimulus packet under the American Recovery and Reinvestment Act (ARRA) Formula Grant awarded in FY 2009. The construction is anticipated to be complete by Spring of 2012.
- Limited modernization at various developments: Lafayette Townhomes and Tiffany Apartments – Exterior Improvements; West Pine, Parkview and Euclid Plaza-Mechanical Systems Upgrades; LaSalle Park Village – Site Improvements; Euclid Plaza – Window Upgrades; Scattered Sites – Exterior Improvements. Additionally, plans include the deposition of vacant land and a high-rise building at Warwood, disposition of vacant land at Highland Apartments and completion of the demolition of Cochran Towers, the last remaining high-rise at Cochran Gardens.
- Continue to engage resident organizations to obtain input regarding management of various public housing developments.
- Planning for a new Early Childhood Education Facility in Murphy Park. The 23,750 square foot facility, known as the Flance Center, will provide service to children from the age of 0 to 5. The facility is funded with a Public Housing Capital Fund Education and Training Community Facilities grant, New Market Tax Credits, private donations and private equity. The project is scheduled to close in the Fall of 2012 and construction completion is scheduled for the August 2013.

## **HOUSING AUTHORITY PERFORMANCE**

Not Applicable.

## BARRIERS TO AFFORDABLE HOUSING

1. *Describe the actions that will take place during the next year to remove barriers to affordable housing.*

### REMOVAL OF BARRIERS TO AFFORDABLE HOUSING

An Analysis of Impediments to Fair Housing was completed late in the 2004 program year. The work was carried out as part of a five-jurisdiction collaboration with the Public Policy Research Center at the University of Missouri, St. Louis. In the analysis, Impediments to Fair Housing are organized into four broad categories. Those categories include affordability impediments, financial impediments, discriminatory impediments, and accessibility impediments. For St. Louis, the report focused on two protected classes: individuals with disabilities and African-Americans. Central recommendations of the analysis include the following:

- Examine the manner in which CDCs (Community Development Corporations) are organized and how they receive their funding.
- Continue to support programs that train CDCs and for-profit developers in dealing with protected class members and issues that disproportionately affect them.
- Expand the [www.socialserve.com](http://www.socialserve.com) affordable housing database to include accessibility features for those seeking housing.
- Improve accessibility of homeless shelters by seeking federal grants and following Americans with Disability Act requirements when structures are upgraded.
- Improve the neighborhood planning processes so that neighborhood stakeholders feel involved in determining the location of facilities for protected class members.
- Determine if a reference resource for accessible design would be practical to create and, if so, distribute one to St. Louis City developers who face a lack of knowledge concerning what is required to make a housing unit accessible.

In 2010 CDA contracted for an update to its Analysis of Impediments to Fair Housing which is scheduled for completion in December 2011. The agency will continue to work closely with the Civil Rights Enforcement Agency and other organizations that are committed to eliminating housing discrimination. The City will also continue to contract with the Equal Housing Opportunity Council to provide basic education and training on fair housing rights.

## HOME INVESTMENT PARTNERSHIP

1. Describe other forms of investment not described in § 92.205(b).
2. If the participating jurisdiction (PJ) will use HOME or ADDI funds for homebuyers, it must state the guidelines for resale or recapture, as required in § 92.254 of the HOME rule.
3. If the PJ will use HOME funds to refinance existing debt secured by multifamily housing that is being rehabilitated with HOME funds, it must state its refinancing guidelines required under § 92.206(b). The guidelines shall describe the conditions under which the PJ will refinance existing debt. At a minimum these guidelines must:
  - a. Demonstrate that rehabilitation is the primary eligible activity and ensure that this requirement is met by establishing a minimum level of rehabilitation per unit or a required ratio between rehabilitation and refinancing.
  - b. Require a review of management practices to demonstrate that disinvestments in the property has not occurred; that the long-term needs of the project can be met; and that the feasibility of serving the targeted population over an extended affordability period can be demonstrated.
  - c. State whether the new investment is being made to maintain current affordable units, create additional affordable units, or both.
  - d. Specify the required period of affordability, whether it is the minimum 15 years or longer.
  - e. Specify whether the investment of HOME funds may be jurisdiction-wide or limited to a specific geographic area, such as a neighborhood identified in a neighborhood revitalization strategy under 24 CFR 91.215(e)(2) or a Federally designated Empowerment Zone or Enterprise Community.
  - f. State that HOME funds cannot be used to refinance multifamily loans made or insured by any federal program, including CDBG.

### FORMS OF INVESTMENT OUTSIDE 24 CFR 92.205 (b)

The City of St. Louis does not intend to invest HOME funds using forms of investment other than those described in 24 CFR 92.205 (b) during the 2012 Program Year.

### HOME GUIDELINES FOR RESALE/RECAPTURE

#### Recapture Provisions of HOME and NSP Assisted Units

Recapture provisions ensure that CDA is able to recoup all or a portion of the HOME or NSP assistance in the event that the homeowner wishes to sell their unit during the period of affordability. The period of affordability is based upon the total amount of HOME or NSP funds provided directly to the homebuyer to enable them to purchase the unit. This includes any funds provided as down payment assistance or that reduced the purchase price from fair market value to an affordable price but excludes any amount that represents the difference between the cost of producing the unit and the market value of the property (i.e., the development subsidy).

The amount of money subject to recapture is capped at the net proceeds of the sale. Net proceeds are defined as the sales price minus superior private debt and reasonable closing costs.

CDA may structure recapture provisions based on program design and market conditions. One of the following options for recapture requirements will be selected:

1. Owner investment returned first. CDA may permit the homebuyer to recover the homebuyer's entire investment (downpayment and capital improvements made by the owner since purchase) before recapturing the HOME or NSP investment out of net proceeds.
2. Reduction during affordability period. CDA may forgive the direct HOME or NSP investment over the course of the affordability period.
3. Proportionally sharing net proceeds. The net proceeds of the sale will be divided proportionally as set forth in the following formulas:

$\frac{\text{HOME investment}}{\text{HOME investment} + \text{homeowner investment}}$	$\times \text{Net proceeds} =$	$\text{HOME amount to be recaptured}$
---	--------------------------------	---------------------------------------

$\frac{\text{Homeowner investment}}{\text{HOME investment} + \text{homeowner investment}}$	$\times \text{Net proceeds} =$	$\text{amount to homeowner}$
--	--------------------------------	------------------------------

4. CDA is repaid first. CDA can choose to recapture the full amount of the direct assistance out of net proceeds, prior to disbursing any net proceeds to the homeowner.

## RESALE PROVISION OF HOME AND NSP ASSISTED UNITS

In the event that no direct assistance is provided to the homebuyer, CDA will enforce a resale provision in order to insure that the HOME or NSP assisted unit remains affordable for the entire restriction period. If the homebuyer wishes to sell the unit during the restriction period, the new purchaser must meet income requirements of either the HOME or NSP program and occupy the unit as their principal residence. In addition, the sales price must be affordable to the new purchaser. In CDA's case, "affordable" means that no more than 30% of the purchaser's income can be used to pay the mortgage, taxes and insurance costs associated with owning a home.

**HOMELESS**



# HOMELESS

## SPECIFIC HOMELESS PREVENTION ELEMENTS

1. *Sources of Funds—Identify the private and public resources that the jurisdiction expects to receive during the next year to address homeless needs and to prevent homelessness. These include the McKinney-Vento Homeless Assistance Act programs, other special federal, state and local and private funds targeted to homeless individuals and families with children, especially the chronically homeless, the HUD formula programs, and any publicly-owned land or property. Please describe, briefly, the jurisdiction's plan for the investment and use of funds directed toward homelessness.*
2. *Homelessness—In a narrative, describe how the action plan will address the specific objectives of the Strategic Plan and, ultimately, the priority needs identified. Please also identify potential obstacles to completing these action steps.*
3. *Chronic homelessness—The jurisdiction must describe the specific planned action steps it will take over the next year aimed at eliminating chronic homelessness by 2012. Again, please identify barriers to achieving this.*
4. *Homelessness Prevention—The jurisdiction must describe its planned action steps over the next year to address the individual and families with children at imminent risk of becoming homeless.*
5. *Discharge Coordination Policy—Explain planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how, in the coming year, the community will move toward such a policy.*

## HOMELESS NEEDS

The City utilizes CDBG and ESG funds for a number of special needs housing centers and shelters in the area. CDBG and ESG funds will be used to provide operating assistance for homeless shelters, assistance to prevent homelessness, and supportive services for homeless persons.

### ➤ *Make Substantial Progress Toward Eliminating Chronic Homelessness*

The following table outlines the specific homeless priorities and accomplishment goals that the City of St. Louis plans to achieve through projects supported during the 2012 Program Year.

ACTIVITY	ACCOMPLISHMENT UNITS	GOAL	SOURCE OF FUNDS
Homeless Facilities (Not operating Costs)	01-People	21,000	ESG, Other HUD, State, Grantee, Local
Operating Costs of Homeless/AIDS Patients Programs	01-People	14,000	CDBG, State, Grantee, Local

## SOURCES OF FUNDS

The following table illustrates the sources of funds anticipated in 2012 to satisfy the homeless priorities shown above:

SOURCE OF FUNDS	FUNDING TYPE	AMOUNT
Dept. of Housing and Urban Development	CDBG	\$350,000
McKinney – Vento Emergency Shelter Grant	ESG	\$870,500
Supportive Housing Program	Other HUD	\$9,965,500
Missouri Emergency Shelter Grant	State	\$75,000
Missouri Housing Development Commission	State	\$290,000
Homeless Challenge Program	Grantee	\$145,000
Domestic Violence Fund	Grantee	\$110,000
Affordable Housing Commission	Grantee	\$1,000,000
City of St. Louis (General Revenue)	Grantee	\$341,919
Miscellaneous Grants/Donations <sup>1</sup>	Local/Private	\$4,000,000
In-Kind Services	Local/Private	\$135,000
Homeless Prevention and Rapid Rehousing	ARRA	\$2,700,000
<b>TOTAL</b>		<b>\$19,982,919</b>

Emergency shelter, shelter for victims of domestic violence, transitional housing, and permanent housing for persons with disabilities and their families are provided through the use of these resources. Along with housing, supportive services in mental health counseling and

<sup>1</sup> Each of these grants entails matching funds (or in-kind services) ranging from 25% to 75% depending on the program. Sponsoring agencies who receive grant funds through the City of St. Louis Department of Human Services provide these matching funds. During the application process, each applicant is required to attach a letter guaranteeing that the match requirement will be met. In addition, grant contracts contain language outlining match obligations and proper documentation.

treatment, substance abuse counseling and treatment, living and employment skills are provided to clients to assist them in gaining self-sufficiency. In each of the past three years, Homeless Services has increased the amount of permanent supportive housing available which, over time, will alleviate the crowding of shelters and provide long-term housing for the chronically homeless.

## HOMELESSNESS

- Transitional Housing on Non-Disabled Individuals: Over the past five years, the City of St. Louis has made permanent supportive housing for disabled individuals and families a priority. There is a gap in transitional housing for single persons that do not fit into an identified subpopulation (i.e. families, HIV/AIDS, veterans, disabled, etc.). In 2011 the City submitted a transitional housing project to the U.S. Department of Housing and Urban Development (HUD) in the Continuum of Care Supportive Housing application. Salvation Army is the project sponsor. The project proposes 24 units of transitional housing; 25% of the units will specifically serve non-disabled individuals and 75% of the units will serve veterans.

On November 1, 2011, the Water Tower Transitional Housing Program will begin accepting residents, seven units of transitional housing for large families (21 bedrooms, 38 beds).

Gateway 180: Homelessness Reversed and Grace Hill Settlement House together provide an outstanding infrastructure to the work of providing transitional housing to larger families. Gateway 180 has the ability to stabilize and rapidly re-house larger families through its emergency shelter services, preparing them for success in transitional housing. Grace Hill has available housing in the Water Tower neighborhood and a new service building and health care center located in close proximity. Participants in the Water Tower Transitional Housing Project would have convenient access to the services that are necessary for a family to move from transitional to independent, permanent housing. Health care, childcare, life-skills, and other services already delivered by Grace Hill Settlement House will be offered to participants, strengthening their efforts to create change in their lives and to move into independent housing.

Grace Hill will provide the lease units and serve as landlord. Gateway 180 will lease the units from Grace Hill and manage the units as transitional housing with the support of Grace Hill and other service providers in the Continuum of Care. Gateway 180 will maintain an office within walking distance of the units noted in this proposal so that clients can easily access services and Gateway 180 can closely supervise and manage the transitional housing units.

- Homeless Prevention for Individuals and Families and Rapid Re-Housing for Individuals and Families: In July 2009, the City received \$8,453,865 from HUD via Title XII of the American Recovery and Reinvestment Act (ARRA) of 2009. In October 2009 the City of St. Louis took a giant leap in the battle of ending long term homelessness for families and individuals residing on the streets and in emergency shelters for months and even

years by implementing the Homelessness Prevention and Rapid Re-Housing Program (HPRP).

Title XII of the American Recovery and Reinvestment Act (ARRA) of 2009 created funding for homelessness prevention, referred to by HUD as the Homelessness Prevention and Rapid Re-Housing Program (HPRP). HPRP funds provide temporary financial assistance and housing relocation and stabilization services to individuals and families who are homeless or would be homeless but for this assistance. Resources are targeted and prioritized to serve households that are most in need of this temporary assistance and are most likely to achieve stable housing, whether subsidized or unsubsidized, outside of HPRP after the program concludes.

The funds are intended to target two populations of persons facing housing instability: (1) individuals and families who are currently in housing but are at risk of becoming homeless and need temporary rent or utility assistance to prevent them from becoming homeless or assistance to move to another unit (prevention); and (2) individuals and families who are experiencing homelessness (residing in emergency or transitional shelters or on the street) and need temporary assistance in order to obtain housing and retain it (rapid rehousing).

As of September 30, 2011 HPRP has served 3,296 households (7,912 persons) through the prevention program and the rapid re-housing program. The City of St. Louis is on target to exceed its original three year goals of providing homeless prevention services to 3,000 households (affecting 10,000 residents) and providing rapid re-housing services to 350 households (affecting 1,000 residents) by 2012.

In March 2011 the Continuum of Care began the planning of rapidly re-housing 57 homeless persons residing in make-shift tent near the Mississippi riverfront. Many are disabled and suffer from mental illness. The strategy, **WELCOME HOME, NEIGHBOR**, has four parts: initial census count, commitment of resources, intensive outreach/engagement and evaluation.

**WELCOME HOME, NEIGHBOR** brings together the St. Louis community (riverfront residents, volunteers, faith-based organizations, homeless services providers and the City of St. Louis) to secure housing and services for residents living on the riverfront. The goal is to relocate every resident into appropriate permanent supportive housing and transitional housing by the on-set of winter.

The **WELCOME HOME, NEIGHBOR** is the first phase of the City of St. Louis, its Continuum of Care (CoC) and the Mental Health Board (MHB) strategy to develop effective solutions to homeless encampments and to end chronic homelessness within the next five years. The goal of the Homeless Services Division and the St. Louis Mental Health Board is to bring about systematic improvements in policy, funding and service delivery outcomes for persons who are homeless or at-risk of becoming homeless. Two initiatives from the City of St. Louis Homeless Services Division and two initiatives from

the St. Louis Mental Health Board are critical in developing effective solutions. The systematic plan will build on key components of:

- The joint City and County *10-Year Plan to End Chronic Homelessness*
- The U.S. Department of Housing and Urban Development's *HEARTH Act*
- The U.S. Department of Health and Human Services via the St. Louis Mental Health Board *Transformation Grant*
- The St. Louis Mental Health Board Housing Grants

The second phase includes developing a systematic strategy to ensure that encampments such as these are not a repeat occurrence due to lack of effective alternatives to end chronic homelessness.

- Permanent Supportive Housing for Chronically Homeless Persons: The City has three permanent supportive housing projects for chronically homeless persons under development. The project sponsors are Peter and Paul Community Services, Shalom House and Catholic Charities Family Services. These programs will add 82 additional units to the current inventory of 217 beds. The City is on target to meet its goal, as outlined in its 10-Year Plan to End Chronic Homelessness, of establishing 500 beds for chronically homeless persons by 2015.
- Permanent Supportive Housing for Families: The City of St. Louis currently has nine permanent supportive housing programs for families. In 2010, two transitional housing programs for families were closed. In anticipation of the closures, the City of St. Louis included transitional housing programs for large families in its 2009 CoC application to HUD. One program was funded and will begin operating in 2012. The project sponsor is Gateway 180. In 2012 the City will not seek additional permanent supportive housing for families.
- Developing Safe Havens: The City of St. Louis outlined the establishment of four Safe Havens in its 10-Year Plan to End Chronic Homelessness. To date, the City has one operating Safe Haven and has received funding for two additional Safe Havens. The project sponsors are Peter and Paul Community Services and Catholic Charities Family Services. Both Safe Havens are expected to open in 2012. The City anticipates applying for funding for the fourth Safe Haven in 2012.
- Collaborating with other Jurisdictions in the Region Towards Ending Long-Term Homelessness for Individuals and Families: In an effort to end chronic homelessness in the City of St. Louis, the City must take the lead role for developing a regional approach to homeless issues.

The City of St. Louis has approximately 2,550 homeless beds of various types. The centralized homeless hotline continues to show substantial numbers of people whose last address was in a jurisdiction other than the City. During the recent closing of the Tucker Tunnel, an unsheltered location where homeless people lived, as many as 90% of the homeless people sleeping there were not residents of the City of St. Louis.

The City and County have residency policies that place restrictions on sheltering those that are not resident of the respective jurisdictions. However, neighboring jurisdictions have not invested the resources to addressing the increasing number of homeless individuals and families in their area. The City and County are now working together to eliminate the residency barrier.

Over the next year, the Homeless Services Division will work with the 16 counties that comprise the St. Louis Metropolitan Area and the Continuum in the State of Missouri to develop resources, services and policies to address homelessness.

## CHRONIC HOMELESSNESS

- Increase Permanent Supportive Housing Units: Over the next year, the City will collaborate with three non-profit agencies to bring an additional 82 permanent supportive housing units on-line:

▪ Shalom House	30 units
▪ Peter and Paul Community Services	25 units
▪ Catholic Family Services	27 units
- Collaborate with other jurisdictions to develop resources and services in their area: The lack of resources and services in surrounding counties continues to hamper the efforts within the City. The Homeless Services Division will work to develop a comprehensive policy for the region.
- Strengthen the CoC: The Homeless Services Division will continue its efforts to bring non-participating providers into the Continuum of Care process such as the New Life Evangelistic Center, the largest emergency shelter in the City. Many of the non-participating providers are unaware of the numerous services aimed at ending chronic homelessness.

The obstacles remain the same for addressing chronic homelessness for the residents of the City of St. Louis. The major obstacles are: Locations of Services, Affordable Housing and Pervasive Client Risk Factors.

## HOMELESSNESS PREVENTION

With the funds from the ARRA's Homelessness Prevention and Rapid Re-Housing grant (HPRP), the Homeless Services Division has drastically increased the number of individuals and families assisted with homeless prevention.

HPRP has been a catalyst for change in addressing homelessness prevention. With funds from the HPRP, the Homeless Services Division has collaborated with several agencies in an effort to develop strategic and long range plans. The Homeless Services Division has established four prevention hubs within the St. Louis Public School system throughout the City. The four



schools offer an array of cultural and educational opportunities for individual and families. It is the intent of the City's HPRP program to cross-refer parents and students.

Residents seeking financial assistance and are required to participate in a workshop. The workshop includes information and assistance on legal rights/responsibilities, available mainstream benefits, employment training and financial stability. The workshop provides information to reduce recidivism and to increase long-term stability and self-sufficiency.

Over the next year the goal of the City's HPRP is to prevent homelessness for 1,000 households (affecting 3,300 residents) by financial assistance, credit repair assistance/workshop, legal assistance/workshop, mainstream benefit services/workshop and employment assistance/workshop. As of September 30, 2011 over 7,000 people (2,817 households) received homeless prevention services.

## **DISCHARGE COORDINATION POLICY**

As stated earlier, the Homeless Services Division will take a broader approach towards ending homelessness. The plan not only includes reaching across jurisdictional boundaries, but also across agencies.

Over the next year, the Homeless Services Division will collaborate and develop specific plans and Memorandum of Understanding (MOU) with local, state and federal agencies focused on Discharge Coordination Policy:

- the local office of the U.S. Social Security Administration
- the Missouri Department of Mental Health
- the Missouri Department of Corrections,
- the Missouri Department of Social Services and
- the City of St. Louis Division of Corrections

# **COMMUNITY DEVELOPMENT**

# COMMUNITY DEVELOPMENT

## COMMUNITY DEVELOPMENT

1. Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), public facilities, public improvements, public services and economic development.
2. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

*\*Note: Each specific objective developed to address a priority need, must be identified by number and contain proposed accomplishments, the time period (i.e., one, two, three, or more years), and annual program year numeric goals the jurisdiction hopes to achieve in quantitative terms, or in other measurable terms as identified and defined by the jurisdiction.*

### PRIORITY COMMUNITY DEVELOPMENT NEEDS

The proposed 2012 Action Plan budget anticipates total funding allocations of \$24,796,390, a decrease since 2001 of over \$11,000,000 and a reduction in funding of over 31%. The result of this downward trend is that funding for some public service programs was eliminated in prior years while there were also fewer funds available for housing and economic development activities. The estimated CDBG entitlement amount for 2012 is \$17,829,160, with program income of \$700,000, for a total CDBG budget of \$18,529,160.

The following table indicates the City of St. Louis's priority non-housing Community Development needs for the 2012 program year. The needs identified in the table are all considered high as they are to be funded in the upcoming program year. The needs specified in the Consolidated Plan Five Year Strategy are longer term as they require considerably more funding than is available.

ECONOMIC DEVELOPMENT	ACTIVITY	MATRIX CODE	ACCOMPLISHMENT TYPE	GOAL
	Rehab Commercial/Industrial Buildings	14E	08-Businesses	10
	Other Commercial/Industrial Impr.	17D	08-Businesses	75
	Direct Financial Assistance to For-Profits	18A	08-Businesses	50
	Planned Repayment of Section 108 Loans	19F	N/A	N/A

NEIGHBORHOOD STABILIZATION	ACTIVITY	MATRIX CODE	ACCOMPLISHMENT TYPE	GOAL
	Public Services	05	01-People	234,934
	Public Services	05	04-Households	100
	Senior Services	05A	01-People	965
	Youth Services	05D	01-People	6,940

CAPACITY BUILDING	ACTIVITY	MATRIX CODE	ACCOMPLISHMENT TYPE	GOAL
	Public Services	05	01-People	10,030
	Youth Services	05D	01-People	100
	Child Care Services	05L	01-People	100
	Fair Housing Services	05J	01-People	1,100
	Health Services	05M	01-People	1,500
	Rehab Administration	14H	N/A	N/A
	Non-Profit Organization Capacity Building	19C	09-Organization	19
	Planning	20	N/A	N/A
	General Program Administration	21A	N/A	N/A

## COMMUNITY DEVELOPMENT OBJECTIVES

### *CDBG Non-Profit Organization – Capacity Building:*

The primary objectives associated with CDBG Non-Profit Organization – Capacity Building include supporting development, expanding and implementing effective Management Assistance support and reducing the number of problem and nuisance properties in targeted neighborhoods with CDBG funds. Key objectives related to Neighborhood Improvement projects for 2012 are as follows:

- *Continue to support Community Based Development Organizations (CBDO's)*

It is anticipated that 17 local community development corporations (CDC's) will carry out activities designed to improve housing or public facilities within their service areas. These non-profit corporations are community based, with a defined geographic service area.

The proposed CDBG budget in 2012 for use by Community Based Development Organizations (CBDOs) is \$1,596,100, which is likely to be augmented later in the year. The number of CBDO organizations funded through the CDBG program has remained relatively stable in recent years.

The Management Assistance Program began in 1991 as a pilot intended to help stabilize properties in neighborhoods that had large numbers of absentee-owned rental properties. The program provided management, advertising, tenant screening, and funds for repair of low-moderate income rental units. Initially operating in south/central areas of the City, the program expanded in 2004 to northern areas of the City where the emphasis was on eliminating problem properties through enforcement of local laws and ordinances. Only half of the 2012 Management Assistance Program budget has been allocated through the CDBG program. Additional funding will be requested from the Affordable Housing Commission and, if approved, will be available during the 2012 program year. Approval is anticipated, since approval has been obtained for six years.

### ***Public Services:***

The primary strategies associated with Public Services are aimed at achieving family self sufficiency by assisting organizations in providing public supportive services for youth, seniors and low and moderate income individuals including recreational activities, community education, senior meals-on-wheels, after-school programs, adult and child day care services, youth employment training and health care through the use of CDBG funds. Key objectives of Public Services projects for 2012 are as follows:

- *Promote family self-sufficiency by aiding public supportive service activities*

The proposed 2012 budget for public services is \$2,747,500, nearly \$1,000,000, less than the amount budgeted in 2011. That original budget was decreased midyear after the City was notified of the final FY 2011 CDBG allocation. The \$2,747,500 allocated for public services represents nearly 15% of the total CDBG budget of \$18,529,160

The regulations set forth at 24 CFR 570.200 (a)(3) require that at least 70% of CDBG expenditures benefit low and moderate income persons. The City intends to meet this requirement for 2012 because virtually all of the proposed 2012 projects, except for housing production and those activities that are exempt, benefit low and moderate income persons on an area, limited clientele, or job creation/retention basis. Low and moderate income benefit activities total approximately \$9,560,000. The amount of the 2012 Community Development Block Grant that is subject to the 70% low and moderate income benefit requirement is \$13,566,460. Low and moderate income benefit activities budgeted total just over 70% of the amount subject to the requirement. Further expenditures in Housing Production or added programs that benefit low and moderate income persons may increase the anticipated 70%+ to a greater percentage of low and moderate income benefit.

***Economic Development:***

The primary objectives associated with Economic Development initiatives includes providing assistance/incentives to retain and attract for-profit, retail businesses and micro-enterprises to the City, to provide jobs to low- and moderate-income persons, and to encourage historic preservation and rehabilitation of business properties through CDBG funds. Key objectives related to Economic Development projects for 2012 are as follows:

➤ *Provide assistance/incentives to retain/attract businesses to the City*

Economic development activities in 2012 will continue to emphasize the creation and retention of jobs within the City of St. Louis. These jobs are created through the Business Development Support Program operated by the St. Louis Local Development Company. Loans are made to for-profit businesses at slightly below market rates. The main requirement for participation in this program is new job creation or retention. The proposed budget for 2012 is \$726,800.

The Neighborhood Commercial District program, operated by the St. Louis Development Corporation, will continue to encourage stabilization and redevelopment activities in 33 neighborhood commercial districts. The proposed budget of \$1,546,250 will provide funds for the installation of site improvements, curbs, sidewalks, trees, and façade improvements to businesses located in the commercial districts.

In 2004 the City began assembling property for the North Riverfront Business Corridor that will benefit low/moderate income persons through job creation and retention. The City obtained a commitment of \$2,000,000 in Greater St. Louis Regional Empowerment Zone grant funds for this purpose. A local lending institution also committed to loan \$6,000,000 to the Land Development Fund with a portion of this amount available for land purchases within the North Riverfront Business Corridor. In order to meet credit requirements for the proposed transaction, the City pledged CDBG funds as a back-up source for the loan repayment, subject to the annual appropriation of CDBG funds and their award to the City. The City's guarantee is required by the lender for the term of the loan, up to five years, to provide additional security in the event that land sale proceeds are insufficient to repay the loan and has been extended. The City does not in fact anticipate the need to utilize CDBG funds to repay the loan but CDBG funds, in the amount of \$1,000,000, will nevertheless be available for this purpose. In the event these funds should be needed, they would come from the \$700,000 included in the Action Plan for SLDC Building Board-Up and Lot Maintenance program and \$300,000 included in the Business Development Support program. If the CDBG funds were to be utilized, SLDC would be able to board up fewer buildings, maintain fewer lots, and make fewer loans to assist businesses in locating or remaining in the City. The City previously requested and received an exception to the provisions of 24 CFR 570.200(h)(1)(v) and (vi) in relation to permitting reimbursement for pre-award costs incurred for up to two years before the effective date of the grant period. This exception was renewed in January 2006 and in May 2007. Another exception and extension request is under review.

In 2012 the City may use a lump sum drawdown procedure to establish a rehabilitation fund in one or more private financial institutions for the purpose of financing eligible



rehabilitation activities. These activities may include rehabilitation activities carried out through CDA's housing production program. The rehabilitation fund may be used to finance the rehabilitation of privately owned properties eligible under the general policies in 24 CFR 570.200 and the specific provisions of either 24 CFR 570.202 or 24 CFR 570.203. The primary purpose in establishing the lump sum drawdown procedure is to provide for a more expedient and orderly payment to contractors carrying out housing production activities. Any lump sum agreements entered into with private financial institutions will comply with requirements set forth in 24 CFR 570.513 and copies of all such agreements will be provided to HUD upon execution of the agreements. CDA will review the level of program activity on a yearly basis to ensure that funds are being utilized as anticipated and that undue funds do not remain unspent in financial institutions participating in the program.

In 2012 the City may also utilize float loan financing to undertake housing or economic development activities. This financing mechanism would allow the City to fund eligible CDBG activities using funds that were initially programmed for one or more other activities that do not require funds immediately. These funds can be used on a temporary basis to fund other activities that normally could not be undertaken within the same program year. Activities undertaken with float loan financing will be subject to the same pertinent laws, regulations and rules as other CDBG-assisted activities. The float loan funded activities will be expected to generate a sufficient level of program income within an established time frame to enable the City to carry out all the activities that were initially programmed. However, if funds are not repaid as scheduled, some housing production activities might have to be delayed until subsequent program years. The City anticipates requiring any recipient of a float-financed activity to secure an unconditional and irrevocable line-of-credit payable to the City that may be drawn upon in cases where repayments are delayed.

The City may use CDBG or HOME funds in 2012 to guarantee in whole or in part construction loans from private financial institutions in order to maintain momentum in rehabilitation and new construction of affordable housing and to eliminate slums and blight. Because only construction financing will be eligible for such a program, it is not anticipated that other projects requiring permanent gap financing will be delayed. On the contrary, it is expected that the judicious use of loan guarantees, if needed, should enable projects otherwise languishing to move ahead.

In 2012 the City may use CDBG funds to establish loan loss reserves required by a local non-profit lender who will work with the City and one or more of its Community Based Development Organizations to make strategic loans to small businesses who will create or retain low and moderate income jobs. The thoughtful use of such loan loss reserves will increase the resources available for small business lending in under-served neighborhoods.

In 1998 the City of St. Louis submitted a Section 108 Loan Guarantee Assistance request to the Department of Housing and Urban Development to borrow funds to develop the Downtown Convention Center Hotel, undertake the Near Southside Development, and fund a number of housing, capital improvement, and economic development activities, known as Neighborhood Development projects. The original loan amount for the Convention Center Hotel was \$20,000,000, which was subsequently amended to \$50,000,000 and approved by HUD in 2000. The principal balance on the loan was refinanced in 2011.

## ANTIPOVERTY STRATEGY

*1. Describe the actions that will take place during the next year to reduce the number of poverty level families.*

St. Louis has a substantial number of families and individuals who live in poverty. While many factors related to poverty are beyond the control of City government, the City is committed to addressing poverty issues and improving the welfare and economic status of its residents wherever possible. Most of the services described in the Five Year Strategy are services devoted primarily to helping those in poverty. Some, like Homeless Services, are basic elements of the “safety net” geared to those in most need. Others, like promotion of home ownership, job creation and education, are more fundamental to the long term reduction of poverty in society. Throughout the strategy are recommendations and objectives that are central to the reduction of poverty. The City can most effectively fight poverty over the long term by:

- Promoting Economic Development, especially job intensive industries.
- Providing Employment and Readiness and Training Services to those in need.
- Building the tax base so that basic city services and “safety net” services can be provided to all.
- Helping less affluent citizens purchase a home in a neighborhood where housing values are likely to increase.
- Insuring that problem properties are reduced thereby preserving the value of neighborhood property.
- Striving for better day care, pre-school, after-school and public education systems.

Actions to be undertaken during the 2012 program year that work toward the reduction of poverty in the City include the funding of \$2,747,500 in public service activities through the CDBG program. These activities include youth, elderly, community, homeless, health care, and education services, all of which benefit low and moderate income persons and serve to improve the economic status of lower income City residents. Other CDBG and HOME funded activities will assist lower income persons through such activities as home repair, homeownership, and an expanded senior/disabled person minor home repair program. All of these activities benefit lower income persons and serve to improve their economic well being.

# **NON-HOMELESS SPECIAL NEEDS HOUSING**

# NON-HOMELESS SPECIAL NEEDS HOUSING

## NON-HOMELESS SPECIAL NEEDS (91.220)(c) AND (e)

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve for the period covered by the Action Plan.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

### NON-HOMELESS SPECIAL NEEDS OBJECTIVES

Special needs for non-homeless populations are set forth in the City's 2010 Consolidated Plan Five Year Strategy. The populations indicated in Table 1B of the Strategy include elderly, frail elderly, those with severe mental illness, developmental disabilities, physical disabilities, persons with alcohol or other drug addictions, and persons with HIV/AIDS.

The following table outlines the specific accomplishment goals that the City of St. Louis plans to achieve through projects supported during the 2012 Program Year.

ACTIVITY	ACCOMPLISHMENT UNITS	GOAL	NON-HOMELESS POPULATION	SOURCE OF FUNDS
Senior Services	01-People	945	Elderly, Frail-Elderly	CDBG, Federal, State, Grantee, Local
Rehab: Privately Owned Commercial	08-Businesses	10	Physically Disabled	CDBG, Other Grantee
Supportive Service	01-Households	218	HIV/AIDS	HOPWA
Tenant based rental assistance	04-Households	168	HIV/AIDS	HOPWA, Other Federal
Short term rent mortgage utility payments	04-Households	90	HIV/AIDS	HOPWA
Housing Information Services	04-Households	600	HIV/AIDS	HOPWA
Facility based housing-operations	04-Households	50	HIV/AIDS	HOPWA

A more detailed enumeration of specific priorities is described below.

***Improve services for low/mod income persons:*****Elderly**

The St. Louis Area Agency on Aging (SLAAA), provides a comprehensive system of community based services designed to assist elderly citizens to live independently in their homes and community. Seniors represent 16% of the City's population and 17% live below the poverty level. Services provided through this program as well as the Senior Service Centers funded with CDBG funds include:

- home delivered meals
- housing counseling
- employment
- tax assistance and legal assistance
- health screenings
- recreation at multi-purpose centers

The home delivered meals component of the SLAAA program is intended to allow seniors to maintain their independence as much as possible and avoid the need for institutionalization before it is absolutely necessary. Toward this end, the SLAAA program provides hot nutritious lunch meals five days per week to homebound frail elderly and other eligible persons with disabilities unable to attend a congregate meal site. The City's Recreation program also offers seniors an opportunity to participate in a wide variety of recreational activities including social gatherings, craft classes, water aerobics, crafts, bingo, walking programs, dances, field trips, and special events. Other programs geared toward seniors in 2012 include the Bevo and Union Sarah senior programs. Each of these programs provides a range of services including such activities as circuit breaker, outreach, recreation, nutrition education, and health screenings. The St. Elizabeth Adult Day Care program provides quality day care for seniors and people with disabilities in a community setting, thereby helping to minimize the number of senior residents who must be placed into an institution.

**Physically Disabled**

The Accessible Business Leads Everywhere program provides up to \$2,500 toward the cost of the construction of an entryway and/or an accessible restroom when full accessibility is required per Chapter 11 BOCA code provisions. This program has provided expanded opportunities to improve access for people with disabilities in the City of St. Louis and has helped to make the City a leader in complying with the Americans with Disabilities Act.

***Increase housing options/services for special needs persons:*****HIV/AIDS**

Housing assistance continues to be identified as one of the greatest areas of need for individuals living with HIV and AIDS. The Department of Health's Center for HIV, STD and Hepatitis Services will coordinate HOPWA grant funds with Ryan White Part A funding to

provide a continuum of housing opportunities and supportive services for low-income individuals and families living with HIV/AIDS. HIV/AIDS service agencies presently providing housing services will receive funding to continue existing programs and to provide new services that address gaps and barriers identified in needs assessment and focus group discussions. See HOPWA section for a detailed description of planned activities.

### **NON-HOMELESS SPECIAL NEEDS RESOURCES**

Funding amounts necessary to address the unmet needs for special needs subpopulations are staggering, estimated at \$1,674,500,000. Obviously, the City does not have the resources necessary to address all these needs. For the most part, the City will utilize HUD grants, general revenue, and other funding sources to carry out activities addressing the needs of non-homeless populations to the extent possible.



## HOUSING OPPORTUNITIES FOR PEOPLE WITH AIDS

1. *Provide a Brief description of the organization, the area of service, the name of the program contacts, and a broad overview of the range/ type of housing activities to be done during the next year.*
2. *Report on the actions taken during the year that addressed the special needs of persons who are not homeless but require supportive housing, and assistance for persons who are homeless.*
3. *Evaluate the progress in meeting its specific objective of providing affordable housing, including a comparison of actual outputs and outcomes to proposed goals and progress made on the other planned actions indicated in the strategic and action plans. The evaluation can address any related program adjustments or future plans.*
4. *Report on annual HOPWA output goals for the number of households assisted during the year in: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. Include any assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.*
5. *Report on the use of committed leveraging from other public and private resources that helped to address needs identified in the plan.*
6. *Provide an analysis of the extent to which HOPWA funds were distributed among different categories of housing needs consistent with the geographic distribution plans identified in its approved Consolidated Plan.*
7. *Describe any barriers (including non-regulatory) encountered, actions in response to barriers, and recommendations for program improvement.*
8. *Please describe the expected trends facing the community in meeting the needs of persons living with HIV/AIDS and provide additional information regarding the administration of services to people with HIV/AIDS.*
9. *Please note any evaluations, studies or other assessments that will be conducted on the local HOPWA program during the next year.*

## OVERVIEW OF HOPWA ORGANIZATIONS

The City of St. Louis is the recipient of Housing Opportunities for Persons Living with AIDS (HOPWA) funds for the St. Louis EMSA. Formula funds are awarded to the Community Development Administration within the City of St. Louis and administered by the Grants Administration section within the Department of Health. The St. Louis EMSA is a bi-jurisdictional region that straddles Missouri and Illinois. The EMSA consists of seven counties in Missouri (St. Louis City, St. Louis County, St. Charles, Franklin, Jefferson, Washington, and Warren) and eight counties in Illinois (Clinton, Jersey, Madison, Monroe, Bond, Calhoun, Macoupin, and St. Clair).

During FY 2010, the St. Louis Eligible Metropolitan Statistical Area (EMSA) contracted with three project sponsors to provide a variety of housing services including facility-based housing, short-term rent, mortgage and utility assistance, tenant based housing assistance, housing information and case management. The three project sponsors and a description of the range of their respective services are as follows:

**Project Sponsor:**

Interfaith Residence dba Doorways

**Zip Codes for Primary Areas of planned activities:**

63101-63128, 62001-62208, 62220-62226, 62231-62236, and 62269

**Amounts Committed to that Sponsor:**

\$1,065,692 in CY2010

**Categories Funded:**

TBRA, STRMU, Supportive Services (Housing Information)

**Faith-Based and/or Grassroots Organization:**

N/A

**Agency Background:**

Founded in 1988 as an interfaith-sponsored organization, Doorways is the only regional organization whose mission has been solely focused on the provision of housing to people living with HIV/AIDS (PLWH/A). Doorways operates 155 supportive living units, including 36 with 24-hour medication, nursing, and nutritional care. Doorways' programs operate in both the Missouri and Illinois counties of the eligible metropolitan statistical area (EMSA) and include short-term rental and mortgage subsidies, long-term rental subsidies, facility-based operations, housing information, and case management. This range of services enables Doorways to provide the most appropriate housing and levels of care to achieve the best possible health outcomes of its clients.

Doorways is the largest AIDS-service organization in the bi-state metropolitan St. Louis region. Doorways currently operate four different housing programs for PLWH/A in Missouri and Illinois. The Own Home Program received support from Doorways' HOPWA agreement with the City of St. Louis in 2010.

- 1) The **Own Home Program** utilizes the bulk of funds provided through the HOPWA agreement. The program provides over \$1.4 million per year in rent, mortgage, utility, and move-in subsidies on behalf of people who are homeless or might otherwise become homeless. The program also provides temporary, emergency housing for clients who are currently homeless while they transition to permanent housing solutions. Payments are made directly to property owners and utility companies. Through the program's Clearinghouse component, staff recruit new landlords, maintain lists of approved rental units, and provide placement assistance and outreach to all HIV-affected individuals and their families. The Own Home Program provides housing assistance to PLWA throughout the EMSA.
- 2) The **Residential Program** currently operates six apartment buildings in St. Louis City, each developed and managed by Doorways for individuals and families living with HIV/AIDS who are capable of independent living but whose financial and health

issues limit their ability to pay fair market rent. The Residential Program offers 99 units overall, and includes a Family Residential Complex and one 11-unit building designated as permanent supportive housing for people with disabilities.

- 3) Doorways' **Supportive Housing Facility** (DSHF) provides housing for those with advanced AIDS or acute conditions that have resulted from or co-occurred with HIV/AIDS, clients who cannot live without assistance, and would otherwise be homeless or unnecessarily hospitalized. The program's fully accessible three-story building offers 36 private rooms with baths, 24-hour supervision and nursing care, and a full meal plan to residents. Through a service partnership with SSM Home Care, DSHF staff includes both registered nurses and certified nursing assistants. Transportation for healthcare, social or behavioral health services is provided. As advances in treatment have occurred, many clients have been able to return from DSHF to independent life (76% last year).
- 4) Doorways' **Next Step/Out State Program** engages HIV/AIDS service providers and other community-based organizations in an effort to develop housing options for those affected by HIV/AIDS who live in rural and underserved communities. This project has contracted with two partners in Missouri and another two in Illinois to increase housing options for PLWA. Through the provision of technical assistance and administrative support, the **Next Step/Out State Program** serves clients in 62 rural Missouri counties and another 55 counties in southwest Illinois.

**Project Sponsor:**

Peter and Paul Community Services

**Zip Codes for Primary Areas of planned activities:**

63104

**Amounts Committed to that Sponsor:**

\$220,000 in FY2010

**Categories Funded:**

Facility-Based Housing, Supportive Services (Case Management)

**Faith-Based and/or Grassroots Organization:**

N/A

**Agency Background:**

Peter and Paul Community Services is an agency committed to providing housing and supportive services to persons who are homeless, especially those living with mental illness and HIV/AIDS. This agency utilizes HOPWA facility-based operation funds to support transitional housing activities within the agency. The Positive Directions transitional housing program is a 20-bed program that provides up to two years of transitional housing and a savings program assisting HIV-infected homeless individuals in setting goals, learning living skills and establishing a regular income and savings plan, with the goal of moving into independent living. These services are particularly targeted to individuals with multiple diagnoses of mental illness and/or substance abuse along with HIV infection. The goal of Positive Directions is to promote the improved physical and mental health of clients, help clients secure and sustain permanent, independent housing and to avoid both a need for return to the streets or re-hospitalization.

**Project Sponsor:**

Bethany Place

**Zip Codes for Primary Areas of planned activities:**

62201-62208, 62220-62226, 62232-62236, 62269

**Amounts Committed to that Sponsor:**

\$35,114 in CY2010

**Categories Funded:**

Facility-Based Housing, Supportive Services (Case Management)

**Faith-Based and/or Grassroots Organization:**

N/A

**Agency Background:**

This organization operates in Illinois and provides transitional housing to individuals who are both homeless and HIV positive. Consumers may stay up to two years in order to effectively transition from homelessness to permanent housing. Bethany Place has a prevention outreach program that offers a variety of services for individuals in the community. Bethany Place provides case management services and staff coordinates customized treatment for consumers served. The organization offers individuals instruction in healthy daily living skills by offering and utilizing group and individual services.

Bethany Place is a large AIDS Service Organization in the Metro-East area that provides comprehensive HIV case management services to an eight county area of South Central Illinois. Bethany Place is one of only three transitional housing programs for those who are HIV+ in the State of Illinois. Bethany Place assists HIV+ individuals in achieving independent living, medical treatment, mental health treatment, counseling and assists residents with applying for other available mainstream financial resources.

**ACTIONS PLANNED FOR PROGRAM YEAR 2012**

HOPWA funds are used to support tenant based rental assistance, short-term rent, mortgage and utility assistance, facility based housing, supportive services (case management) and housing information services throughout the St. Louis EMSA.

**EVALUATION OF SPECIFIC OBJECTS FROM 2010**

The St. Louis EMSA HOPWA program provided housing assistance for 455 unduplicated households during FY 2010 through Tenant Based Rental Assistance (TBRA) and Short Term Rent, Mortgage and Utility Assistance (STRMU). Sixty-seven households were provided with supportive services (case management) in conjunction with housing activities, and 944 households received housing information services.

Service delivery goals in all categories except Tenant Based Rental Assistance were exceeded. The reasons for falling below the anticipated TBRA goal are explained in the Report on Annual Output Goals section below. Future plans include a new designated case manager

and/or further research on best practices in housing plans to enable more TBRA households to transition to permanent housing.

Facility-based housing strategies were successful compared to the goals set the previous year. Facility-based housing at one of the three HOPWA-funded agencies was not funded in 2010 due to findings from a 2009 HUD monitoring visit, but facility-based housing and associated case management services at the two remaining agencies were delivered as planned. Housing Information Services provided far exceeded the number planned by approximately 33% (944 actual compared to 600 planned). While delivering services to additional clients can be counted as a success, it is important to note that the increase in households receiving housing information indicates a great unmet need in the region, which must continue to be creatively and strategically addressed in the years ahead.

## REPORT ON ANNUAL OUTPUT GOALS FROM FY 2010

The table below shows the actual performance in FY 2010 compared to the goals set. As mentioned above, goals were exceeded in all categories except Tenant Based Rental Assistance. This was due to the fact that the expected output for Program Year 1 was estimated high compared to the amount of funding. Households were not able to exit the program as quickly as anticipated, resulting in the lower number of households served during the year. Client demand and identification of eligible clients was not a reason for the lower number served, as the TBRA program continued to maintain a waiting list of over 100 households throughout the year. The expected number to be served has been adjusted accordingly for coming years, to 168 households per year.

FY 2010 Performance		
Activity	Goal	FY 2010 Actual
Tenant Based Rental Assistance	240	182
Short-term Rent/Mortgage/Utility Assistance	45	206
Facility Based Operations	50	67
Supportive Services (case management)	50	67
Housing Information	600	944

Agency-specific accomplishments are described below.

During Program Year 1, Doorways utilized \$804,778 in HOPWA resources to provide services to 969 distinct households. Three hundred eighty-eight households received direct housing support, including 182 in the TBRA program and an additional 206 receiving STRMU support. Nine hundred forty-nine persons received HOPWA-funded Housing Information, Resource and Referral services.

Peter and Paul's Positive Directions served 54 households with HOPWA funding during 2010. \$88,134.57 was spent on facility-based transitional housing; \$110,000 funded case

management. A significant accomplishment was realized when a number of new grant awards allowed the program to obtain a full-time Americorps volunteer as well as increase one case manager from part-time to full-time status. The additional 60 hours per week manifested in improved services to clients: Positive Directions clients participated in an average of 293 hours of group or one-on-one programming per month during the first half of the year, and in 481 hours of group or one-on-one programming per month during the second half of the year.

Of the 13 clients Bethany Place served, one enrolled in GED classes in hopes of getting his GED and then getting his CDL license, two enrolled in barber college, one received a job, two received SSDI, and two are enrolling in GED classes in the spring. Case management support was integral in accomplishing these client goals. During the program year, eight clients exited the program, with 87.5% reported to have successfully transitioned to permanent housing.

### ANNUAL HOPWA OUTPUT GOALS FOR FY 2012

<b>HOPWA Anticipated Accomplishments</b>	
<b>Activity</b>	<b>FY 2012</b>
<b>Tenant Based Rental Assistance</b>	<b>168</b>
<b>Short-term Rent/Mortgage/Utility</b>	<b>90</b>
<b>Facility Based Operations</b>	<b>50</b>
<b>Supportive Services (case management)</b>	<b>218</b>
<b>Housing Information</b>	<b>600</b>

The large increase in the FY 2012 output goals for supportive services (case management) is due to the plan to add a case manager to specifically work with TBRA clients. The 50 households in facility-based housing and the 168 TBRA households would all receive housing-related case management services to help them transition to self-sufficiency and identify permanent housing options.

### RESOURCES LEVERAGED FROM OTHER PUBLIC AND PRIVATE RESOURCES (FY 2010)

Housing providers seek grants and match funding and leveraged funds from federal, state and local sources as part of its comprehensive strategy to provide additional housing resources for PLWH. For example, in 2010 the providers received grants, matching funds and leveraged funds totaling \$1,127,722.80 to provide housing assistance and supportive services and other non-direct housing costs.

The St. Louis HOPWA Program Administrator and its project sponsors are key participants in the local Ryan White jurisdiction. Ryan White Part A resources are allocated to provide emergency housing and short-term rent assistance to help clients gain or maintain housing stability. In 2010, over \$300,000 in Ryan White funds were utilized by Doorways for emergency housing and short-term rent to complement HOPWA funding. Emergency housing assistance is available up to 60 days for clients who need temporary housing to prevent homelessness or during transitional periods between permanent housing. These resources are

critical to the housing services delivery system as they act as a “bridge” to stable housing and are immediately available to combat homelessness. Through the centralized Ryan White Part A case management system, eligible HOPWA clients have access to the AIDS Drug Assistance Program (ADAP) and other social and support services available to improve health outcomes and quality of life. Ryan White case managers are the prime referral source for HOPWA housing services.

## **GEOGRAPHIC DISTRIBUTION OF FUNDS**

The St. Louis EMSA HOPWA program continues with its efforts to provide parity of services across jurisdictional boundaries. Historically, ensuring parity of services across Missouri and Illinois has been challenging. However, utilizing a single provider for both states to deliver tenant-based rental assistance as well as emergency and short-term rental, mortgage, and utility assistance facilitates equal access to services, equitable distribution of resources, and the opportunity to leverage resources available in the Missouri portion of the EMSA that are not available in the Illinois portion of the EMSA.

Efforts are made to dedicate a proportionate share of HOPWA funds across the Missouri and Illinois portions of the EMSA. In the most recent epidemiological profile, approximately 85% of the HIV/AIDS epidemic in the EMSA was in the Missouri counties. In FY2010, expenditures for the Illinois counties of the EMSA were as follows: tenant-based rental assistance (33%), short-term rent/mortgage/utility assistance (18%), facility-based housing operations (4%), supportive services (14%), and housing information (32%). Funding for Illinois counties is slightly over the proportional share in some categories due to disparities in the amount, number and type of affordable housing units between Missouri and Illinois.

## **BARRIERS**

In FY 2010 and FY 2011, several key barriers were identified in the St. Louis EMSA:

- A. Lack of Affordable Housing/Long Waiting Lists – One barrier for clients is the shortage of affordable housing in the St. Louis region, especially in urban areas where most services and public transportation are located. This shortage means a greater number of people seeking long-term rental assistance. As a result, the waiting list for the TBRA program has continued to grow. As of September 2011, 170 clients had been placed on the TBRA waiting list. While Doorways conducts regular outreach to waiting list members to offer information about other housing resources and remove those who have managed to find alternative housing on their own, the list remains large. It is clear that need for ongoing rental assistance continues to exceed the demand, due to entrenched socio-economic disparities and insufficient low-cost housing. At the same time, despite weatherization efforts and utility assistance programs, many clients continue to face high utility costs in the summer and winter, which contribute to housing instability.
- B. Unemployment/Lack of Income – Poor economic conditions in recent years have continued to make it difficult for households served with HOPWA to obtain stable income and establish self-sufficiency and permanent housing. Unemployment is also



disproportionately high among minorities, persons with a history of substance abuse, incarceration or mental illness and persons with HIV/AIDS. Combined with the shortage of affordable housing mentioned above, this environment has made it more challenging to transition individuals from TBRA to independent housing.

Households also have greater need to utilize STRMU funds, rather than being able to stabilize after one instance of limited assistance. To address this challenge, Doorways is planning to add a case manager who will focus on working specifically with TBRA clients to engage in more intensive housing plans and improve clients' ability to transition into other permanent housing options.

- C. Reduced Ryan White Funding – An additional barrier identified for the future is the expected reduction of Ryan White funds available for housing services. In FY 2010, \$300,000 was allocated for Emergency Housing and Short-Term Rent Services, whereas only \$139,567 was allocated in FY 2011. FY 2012 funding levels are expected to stay consistent with FY 2011. The smaller amount of Ryan White funding means that emergency housing services will receive priority. While emergency housing is crucial in the continuum of housing services provided to PLWHA, amounts of Ryan White funding available to complement HOPWA activities by providing short-term rent assistance are likely to be minimal.

## **EXPECTED TRENDS**

As has been established for some time, the amount of funding available to support housing services in this EMSA is not sufficient to ensure housing stability among a known group of existing clients, much less to meet the estimated need in this service region. People living with HIV/AIDS who are in need of on-going rental assistance and support in order to achieve housing stability and improved access to care continues to grow. Moving forward in an economic climate in which income and employment gains among the poor are expected to stagnate at best, all efforts should be made to increase the level of funding provided for housing services to this target population. Recent research findings confirm a structural link between stable housing, health outcomes and healthcare costs among people living with HIV/AIDS. The dedication of public resources should be informed by these findings.

## **EVALUATIONS/STUDIES/ASSESSMENTS TO BE CONDUCTED**

No plans for FY2012.

## SPECIFIC HOPWA OBJECTIVES

1. *Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the Action Plan.*

### HOPWA PROGRAM RESOURCES

Federal, state, and local public and private resources that are expected to be available in Program Year 3 will be utilized in accordance with the Consolidated Plan commensurate to identified need and housing services gaps.

Currently, approximately \$1.5 million is spent annually on housing related services in the St. Louis EMSA for persons living with HIV/AIDS. Ryan White Part A resources are allocated to provide emergency housing for up to 60 days for clients who need temporary housing to prevent homelessness or during transitional periods between permanent housing. These resources are critical to the housing services delivery system as they act as a “bridge” to stable housing and are immediately available to combat homelessness. Through the centralized Ryan White Part A case management system, HOPWA clients have access to the AIDS Drug Assistance Program (ADAP) and other social and support services available to improve health outcomes and quality of life. Ryan White case managers are the prime referral source for HOPWA housing services.

HOPWA agencies also utilize state, local, and private resources such as Missouri Housing Development funds, Affordable Housing Trust Fund dollars, and Dollar More (utility assistance) to provide additional emergency, rental and utility assistance. However, it is important to note that these resources have been significantly reduced in recent years due to economic pressures at the state and local levels. Due to rising medical care and medication costs, Ryan White Part A funds for supportive services, which include emergency housing and short-term rent assistance, have also been reduced in an effort to cover the higher prioritized core medical service categories.